U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Social Security Administration

Social Security Bulletin

February 1959 Volume 22 Number 2

Financing Old-Age, Survivors, and Disability Insurance: Report of the Advisory Council on Social Security Financing

THE SOCIAL SECURITY BULLETIN is the official monthly publication of the Social Security Administration. Calendar-year data for each year 1939–48 were published in the SOCIAL SECURITY YEARBOOKS and, beginning with data for 1949, in the ANNUAL STATISTICAL SUPPLEMENTS to the BULLETIN. (The SUPPLEMENTS with data for each year 1949–54 were included in the September BULLETIN, 1950–55; beginning with 1955 data, the SUPPLEMENT is a separate publication.) Statements in BULLETIN articles do not necessarily reflect official policies of the Social Security Administration.

☆ ☆ ☆

The BULLETIN is prepared in the Division of Program Research, Office of the Commissioner, Social Security Administration, under the editorial supervision of Josephine Merican and Angela Murray, Associate Editors. Suggestions or comments concerning the BULLETIN should be addressed to the Division of Program Research. The BULLETIN is planned with the advice and aid of an editorial advisory committee representing the units of the Social Security Administration.

☆ ☆ ☆

The *Social Security Bulletin* is for sale by the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

Price: $2.75 a year in the United States, Canada, and Mexico; $3.50 in all other countries; single copies, 25 cents. Price of the *1955 Supplement*, 40 cents; *1956 Supplement*, 45 cents; *1957 Supplement*, 50 cents.

Use of funds for printing this publication has been approved by the Director of the Bureau of the Budget (October 8, 1956).

Social Security Bulletin

February 1959

Volume 22

Number 2

In this issue:

	Page
Social Security in Review:	
New Commissioner of Social Security	1
Advisory Council on Public Assistance	1
Program operations	2
Financing Old-Age, Survivors, and Disability Insurance: Report of the Advisory Council on Social Security Financing	3
Notes and Brief Reports:	
European multilateral social security treaties	12
Management of selected trust funds	15
Recent Publications	19
Current Operating Statistics	21

U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

ARTHUR S. FLEMMING, *Secretary*

SOCIAL SECURITY ADMINISTRATION

WILLIAM L. MITCHELL, *Commissioner*

Bureau of Old-Age and Survivors Insurance
VICTOR CHRISTGAU, *Director*

Bureau of Public Assistance
JAY L. RONEY, *Director*

Children's Bureau
KATHERINE B. OETTINGER, *Chief*

Bureau of Federal Credit Unions
J. DEANE GANNON, *Director*

Division of Program Research
IDA C. MERRIAM, *Director*

Division of the Actuary
ROBERT J. MYERS, *Chief Actuary*

Appeals Council
JOSEPH E. MCELVAIN, *Chairman*

Social Security in Review

New Commissioner of Social Security

WILLIAM L. MITCHELL became Commissioner of Social Security on January 29, 1959, when his nomination to that position was approved by the Senate.

Mr. Mitchell was selected to succeed Charles I. Schottland, whose resignation became effective December 31, 1958. The new Commissioner has served the Federal Government since 1923. His service with the Social Security Administration dates from 1936, when he joined the Social Security Board as Director of the Bureau of Personnel and Business Management. In 1938 he was made assistant executive director of the Board, and 3 years later he became associate director of the Bureau of Employment Security—a position he filled until he was made Deputy Commissioner of Social Security in 1946.

Advisory Council on Public Assistance

On January 12, 1959, the Secretary of Health, Education, and Welfare announced the names of the men and women appointed to serve on the Advisory Council on Public Assistance. The 1958 amendments to the Social Security Act provided for establishment of the Council and directed it to review "the status of the public assistance program in relation to the old-age, survivors, and disability insurance program, the fiscal capacities of the States and the Federal Government, and any other factors bearing on the amount and proportion of the Federal and State shares in the public assistance program." The programs involved are old-age assistance, aid to dependent children, aid to the blind, and aid to the permanently and totally disabled—all jointly financed by the States and the Federal Government.

Chairman of the new Council is the Commissioner of Social Security. The other 12 members were selected, as Congress had specified, to represent employers, employees, and the public; the Council was designed to include experts in the administration and financial aspects of State and Federal programs and other persons with special qualifications with respect to the public assistance programs. They are Harry Amos Bullis, chairman of the Board of General Mills, Inc.; John Burton, vice president of Cornell University; Wilbur J. Cohen, professor of public welfare administration, University of Michigan School of Social Work; Governor LeRoy Collins, of Florida; Loula Dunn, director of the American Public Welfare Association; Katherine Ellickson, assistant director of the Department of Social Security, AFL-CIO; Raymond W. Houston, commissioner of the New York State Department of Welfare; Bernard Lander, professor of sociology at Hunter College; William R. MacDougall, general counsel and manager of the County

	November 1958	*October 1958*	*November 1957*
Old-age, survivors, and disability insurance:			
Monthly benefits in current-payment status:			
Number (in thousands)	12,430	12,328	11,026
Amount (in millions)	$698	$691	$599
Average old-age benefit (retired worker)	$66.35	$66.25	$64.48
Average old-age benefit awarded in month	$76.00	$74.24	$69.60
Public assistance:			
Recipients (in thousands):			
Old-age assistance	2,453	2,456	2,491
Aid to dependent children (total)	2,812	2,793	2,456
Aid to the blind	110	110	108
Aid to the permanently and totally disabled	325	323	289
General assistance (cases)	392	386	313
Average payments:			
Old-age assistance	$63.22	$63.31	$60.45
Aid to dependent children (per recipient)	27.98	27.84	26.76
Aid to the blind	67.81	67.55	66.01
Aid to the permanently and totally disabled	61.61	61.75	59.86
General assistance (per case)	63.94	64.17	57.10
Unemployment insurance:			
Initial claims (in thousands)	1,258	1,259	1,346
Beneficiaries, weekly average (in thousands)	1,487	1,556	1,146
Benefits paid (in millions)	$226	$282	$137
Average weekly payment for total unemployment	$30.33	$30.45	$29.44

Supervisors Association of California; William H. Robinson, chairman of the Chicago Commission on Public Aid and Assistance; Charles J. Tobin, Jr., secretary of the New York State Catholic Welfare Committee; and the Reverend William J. Villaume, executive director of the Division of Christian Life and Work, Department of Social Welfare, National Council of the Churches of Christ in the United States of America.

The Council is to report its findings and recommendations to the Secretary and to Congress not later than January 1, 1960.

Program Operations

Persons receiving monthly benefits under the old-age, survivors, and disability insurance program numbered 12.4 million at the end of November —103,000 more than in October. More than half—6.9 million—were retired workers receiving old-age benefits. About 2.2 million were aged wives, dependent aged husbands, younger wives with child beneficiaries in their care, and children of old-age beneficiaries. Almost one-fourth were the survivors of deceased workers—1.8 million widowed-mother and child beneficiaries and 1.3 million aged widows and dependent aged widowers or parents. About 238,000 disabled workers aged 50–64 were receiving disability insurance benefits, and about 30,000 wives, husbands, and children of disabled-worker beneficiaries were receiving dependent's monthly benefits.

Monthly benefits were being paid at the end of November at a monthly rate of $697.5 million, of which $534.8 million went to retired workers and their families. Survivor benefits amounted to $142.3 million; $65.6 million was being paid to aged widows, widowers, and parents and $76.7 million to widowed mothers and children. Benefits to disabled workers aged 50–64 totaled $19.5 million, and those to dependents of disabled-worker beneficiaries, $909,000.

The average old-age monthly benefit increased to $66.35 in November. This average represented a rise of $7.60 since September 1954, the first month for which the higher benefits provided by the 1954 amendments to the Social Security Act were payable. Since then the average has gone up each month except November and December 1956, when a large number of actuarially reduced benefits were awarded to retired women aged 62–64.

The average benefit payable to disabled workers aged 50–64 rose to $82.10 in November, $9.63 more than the average amount payable a year earlier. Most of this increase resulted from the repeal (effective in August) by the 1958 amendments of the "offset" provision under which a beneficiary receiving another benefit payment based on disability had his disability insurance benefit reduced by the amount of that payment.

Monthly benefits were awarded to 162,000 persons in November, about 6,000 more than in October but about 22,000 fewer than the number in November 1957. About two-fifths of the awards were made to old-age (retired worker) beneficiaries; the average old-age benefit awarded was $76.00, a new high. Lump-sum death payments totaling $10.2 million were awarded in November to 52,300 persons.

• More than 6.7 million persons were aided under the five public assistance programs in November—about 46,000 more than in October. The rise reflected primarily the influence of seasonal factors, and virtually all of it was centered in the two programs most sensitive to these influences and to changes in economic conditions—aid to dependent children and general assistance. The number of individuals receiving aid to dependent children went up 18,500, and the number receiving general assistance increased 28,000. Two hundred more persons were receiving aid to the blind than in October, and 2,300 more were receiving aid to the permanently and totally disabled. The old-age assistance caseload, which had increased slightly in October, resumed its downward trend with a decrease of 2,700.

(*Continued on page 27*)

	November 1958	*October 1958*	*November 1957*	*Calendar year 1957*	*Calendar year 1956*
Civilian labor force, [1] [2] total (in thousands)	68,485	69,111	68,061	67,946	67,530
Employed	64,653	65,306	64,873	65,011	64,979
Unemployed	3,833	3,805	3,188	2,936	2,551
Personal income (in billions, total seasonally adjusted at annual rates) [1] [3]	$360.0	$357.5	$346.2	$347.9	$330.5
Wage and salary disbursements	241.5	239.0	239.5	238.1	227.3
Proprietors' income	45.1	45.0	40.8	43.0	42.4
Personal interest income, dividends, and rental income	44.2	44.2	42.1	43.0	40.0
Social insurance and related payments	21.2	21.5	17.5	16.0	13.5
Public assistance	3.1	3.1	2.8	2.8	2.6
Other	11.6	11.5	10.4	11.6	10.5
Less: Personal contributions for social insurance	6.8	6.8	6.8	6.6	5.7
Consumer price index, [1] [4] all items	123.9	123.7	121.6	120.2	116.2
Food	119.4	119.7	116.0	115.4	111.7
Medical care	147.0	146.7	140.3	138.0	132.6

[1] Data relate to continental United States, except that personal income includes pay of Federal personnel stationed abroad.

[2] Bureau of the Census. Beginning with 1957 data, two relatively small groups of persons formerly classified as employed ("with a job but not at work") are assigned to different classifications, mostly to the unemployed. The change in definitions lowers employment estimates by about 200,000–300,000 a month for recent years and raises unemployment estimates by almost the same amount.

[3] Data from the Office of Business Economics, Department of Commerce. Components differ from those published by the Department, since they have been regrouped; for definitions, see the *Annual Statistical Supplement, 1957*, page 9, table 1.

[4] Bureau of Labor Statistics.

Financing Old-Age, Survivors, and Disability Insurance: Report of the Advisory Council on Social Security Financing

The Advisory Council on Social Security Financing submitted its report to the Board of Trustees of the old-age and survivors insurance and disability insurance trust funds on January 1, 1959. The Council had been appointed, in the fall of 1957, by the Secretary of Health, Education, and Welfare in accordance with the 1956 amendments to the Social Security Act.[1]

The Council held its first meeting in November 1957 and concluded its work with a sixth meeting in December 1958. Early in its deliberations, the report states, the Council had tentatively decided "that there was need for improvement in the financing of the program. Action by the Congress in 1958 made changes in the financing along lines that the Council endorses . . . This report is concerned solely with the law as amended."

All findings, conclusions, and recommendations of the Council were unanimous. They are reprinted in full in the following pages.

I. Introduction

The old-age, survivors, and disability insurance program provides a continuing income for individuals and families who have lost income from work on account of death, retirement in old age, or permanent and total disability after age 50. Under the program, employees (with matching contributions from employers) and self-employed people, while they are working, pay a percentage of their earnings into a fund. Payments are made from the fund to the contributors and their families to replace a portion of the income lost when these risks materialize.

About 12½ million people are now drawing monthly benefits under the program, with payments for 1959 estimated at $10 billion; more than 72 million people are insured under the program; and some 75 million workers are currently contributing toward future benefits. About 9 out of 10 of the Nation's workers are covered, and about 9 out of 10 of its mothers and children can look to the program for continuing income if the family earner dies.

The financing of this program is the largest financial trusteeship in history. It involves in varying degree the personal security of practically all Americans—not only those who have retired or are nearing retiring age but those just starting to work, those who are children today, and the generations of the future. For millions of Americans the social security benefit will spell the difference between deprivation, on the one hand, and an assured income provided on a basis consistent with self-respect and dignity, on the other. Involving practically all the people, as old-age, survivors, and disability insurance does, the program's financial operations are large. It is very important that the program be adequately financed and that orderly provision be made to assure the discharge of its obligations.

The social security system has created for millions of Americans expectations regarding their future place in economic society. These expectations could be defeated by discharging the system's obligations in dollars having a substantially lesser command of goods and services than the beneficiaries have come to count upon in their personal planning. The Council believes that the trusteeship is so large and the number of people involved so great that the defeat of beneficiaries' expectations through inflation would gravely imperil the stability of our social, political, and economic institutions.

Although the security of the individual depends in part on programs such as old-age, survivors, and disability insurance that assure a source of income when earnings stop, security depends even more fundamentally on the continued ability of our society to produce a large volume of goods and services under conditions of economic stability. The Council has not considered it part of its task to evaluate in detail the effect of this system of social insurance on the stability and productivity of the economy. Our judgment is, however, that the program, if maintained on a sound basis, can be of great benefit to the economy as well as to the individual citizen. We believe that the almost universal acceptance of this program of social insurance is well-deserved and that it is a permanent institution in American life.

II. The Major Finding

The method of financing the old-age, survivors, and disability insurance program is sound, and, based on the best estimates available, the contribution schedule now in the law makes adequate provision for meeting both short-range and long-range costs.

The Council finds that the present method of financing the old-age, survivors, and disability insurance program is sound, practical, and appropriate for this program. It is our judgment, based on the best available cost estimates, that the contribution schedule enacted into law in the last session of Congress makes adequate provision for financing the program on a sound actuarial basis.

The Council has studied the estimates of the short-range and long-range costs of the old-age and survivors insurance program, the various demographic and other assumptions on which they are based, and the

[1] See the *Bulletin*, December 1957, pages 25–26.

basic techniques used in deriving the estimates.[2] The Council believes that the assumptions are a reasonable basis for forecasts extending into the distant future, and that the estimating techniques are appropriate and sound. The Council endorses the present practice under which both the estimating techniques and the assumptions are reexamined periodically to take account of emerging experience and changing conditions.

It is our judgment that the program is in close actuarial balance since the level-premium equivalent of the contribution rates varies from the estimated level-premium cost by no more than ¼ of 1 percent of covered payroll.[3] There is no advantage in trying to achieve a closer balance between estimated long-range income and outgo, especially since those estimates are subject to periodic review and such review encompasses the testing of the adequacy of the schedule of contribution rates. If earnings should continue to rise in the future as they have in the past, the level-premium cost of the present benefits, expressed as a percentage of payroll, would be lower than shown in the cost estimates we have used.

The Council is also pleased to report that under the new schedule of contributions and benefits not only is the system in close actuarial balance for the long run, but after 1959 the income to the system is estimated to exceed the outgo in every year for many years into the future. We believe that it is important that income exceed outgo during the early years of development of the system as well as that the system be in close actuarial balance over the long range.

We have no suggestions for basic changes in the present plan of financing. We do, however, have certain specific recommendations which we believe will strengthen the plan.

III. Summary of Other Findings and Conclusions

The Council's recommendations are designed to supplement, not to alter, the basic provisions of the existing financing plan. Specifically, the Council endorses the contributory principle, an interest-earning fund on a limited basis, investment of the funds solely in United States Government obligations, and the other major features of the present financial arrangements.

The Council anticipates that further changes in the social security program will be needed as changes occur in the labor force, wage levels, and doubtless in other factors that in a dynamic economy will affect the appropriateness of the program. Because of these changes and such changes as may occur in the factors which enter into the actuarial cost estimates, we believe there is a need for periodic scrutiny of all factors which in any way affect the financing of the program. These factors include the maximum earnings base for determining benefits and contributions. This maximum determines the proportion of the Nation's payrolls available to finance the program and is a major factor in determining the extent to which the program pays benefits reasonably related to the past earnings of the individual. As a whole, our recommendations look toward a continuing review of the financial arrangements so that they, along with the other provisions of the program, can be kept sound and workable in a changing economy.

At this time we recommend no change in the contribution schedule. It is not certain, however, that the ultimate rate should go into effect in 1969, as provided in the present law. A sound decision on whether there should be a change in the amount or timing of the increase scheduled for 1969 can best be made in the period just before 1969 after the advisory council then serving has evaluated the question.

The Council suggests that greater emphasis be given in the future to estimates of the probable course of the income and outgo of the system over the then ensuing 15 or 20 years. As the program reaches a greater degree of maturity and the contribution rate approaches the level of a reasonable minimum estimate of the costs over a period of many decades into the future, it will be appropriate, as it has not been in the past, to base financial decisions largely on what may be expected to take place during the period of 15 to 20 years thereafter. Estimates showing the relationship of income and outgo over the very long-range future have been and will continue to be important as a guide to policy and necessary as a brake against making commitments which, though inexpensive today, may have substantially greater costs in the long-run future. As the system matures, however, forecasts of what will happen during the shorter run will become progressively more significant and useful.

The Council recommends certain changes in the provisions governing the interest rate on the special obligations issued for purchase by the trust funds, and also certain other changes in the management of the funds that are designed to bring their earnings more nearly into line with earnings of private investors in long-term Government bonds.

IV. The Plan of Financing Old-Age, Survivors, and Disability Insurance

The plan of financing the old-age, survivors, and disability insurance

---

[2] See sec. VII B for a discussion of the estimates. The estimates referred to throughout this report are the official estimates of the Social Security Administration. The latest estimates are contained in *Actuarial Cost Estimates and Summary of Provisions of the Old-Age, Survivors, and Disability Insurance System as Modified by the Social Security Amendments of 1958* (Washington: U.S. Government Printing Office, 1958). The Report of the Board of Trustees for the fiscal year 1958 will be submitted to the Congress by March 1, 1959, and will contain both the detail of the cost estimates and a reprint of this report of the Advisory Council.

[3] The "level-premium cost" is the percent of covered payroll that, if charged from now on indefinitely into the future, would produce enough contribution and interest income to the fund to meet the cost of the benefit payments and administrative expenses. The "level-premium equivalent of the contribution rates" is the percent of covered payroll that, if charged from now on indefinitely into the future, would produce the same amount of income to the fund over the long-range future as will be produced by the graded schedule of contribution rates. The level-premium cost of the OASI part of the program is 8.27 percent of payroll on the basis of the intermediate-cost estimates; the level-premium equivalent of the contributions is 8.02 percent of payroll. The level-premium cost of the disability insurance part of the program is 0.49 percent of payroll; the level-premium equivalent of the contributions is 0.50 percent of payroll.

program is as follows: Employees pay taxes on their annual earnings up to a maximum amount—$4,800 beginning in 1959. Each employer pays taxes at the same rate on the first $4,800 paid to each of his employees in the year. Year-by-year costs will grow for many years, and the law provides that tax rates will gradually increase from a combined employer and employee rate of 5 percent in 1959 to an ultimate rate of 9 percent, to be reached in 1969. The self-employed pay at a rate equal to one and one-half times the rate paid by the employee.

The contribution rates now scheduled are intended to provide enough income to meet all of the costs of the system into the indefinite future. Funds collected in the early years of the program and not needed for immediate benefit payments are invested in United States Government obligations. The interest earnings on these obligations are available to help pay for the larger cost of the system in later years. The scheduled contribution rates include a fixed ½ of 1 percent combined employer-employee contribution for disability benefits for workers and their dependents (⅜ of 1 percent for the self-employed) and the proceeds of this tax are held in a separate fund. The administrative expenses of the system, as well as the benefits, are paid from the taxes established to finance the system.

In the following pages the Council reports on each aspect of the financing plan described above: Contributions by Employees, Employers, and the Self-Employed; the Earnings Base for Contributions and Benefits; the Schedule of Contribution Rates; The Role of the Trust Funds; and The Management and Investment of the Trust Funds.

V. Contributions by Employees, Employers, and the Self-Employed

A. *The Council believes that, as provided in present law, a substantial part of the cost of this program should be borne directly by those who benefit from it.*

The fact that the worker pays a substantial share of the cost of the benefits provided, in a way visible to all, is his assurance that he and his dependents will receive the scheduled benefits and that they will be paid as a matter of right without the necessity of establishing need. The contribution sets the tone of the program and its administration by making clear that this is not a program of government aid given to the individual, but rather a cooperative program in which the people use the instrument of government to provide protection for themselves and their families against loss of earnings resulting from old age, death, and disability. The Council also believes that the direct earmarked tax on prospective beneficiaries promotes a sense of financial responsibility. It is very important that people see clearly that increases in protection necessarily involve increases in costs and contributions.

We believe that the experience of the last 22 years has shown the advantages of contributory social insurance over grants from general tax funds. It is true that, up to the present time, workers as a group have not contributed a large share of the cost of their own protection. Most workers covered in the early years of the program will contribute during only a part of their working lifetime, and, under the graduated schedule in the law, contribution rates have been low relative to the value of the protection provided. But this situation is changing. Young workers starting out under the system in recent years will contribute a substantial part of the cost of their protection.

B. *The Council believes that it is also appropriate for a substantial part of the cost of the program to be borne by an employer contribution and for the self-employed to pay a rate equal to one and one-half times the employee rate.*

Protecting the members of the labor force and their dependents against loss of income from the hazards of old-age retirement, permanent and total disability, and death is, at least in part, a proper charge on the cost of production. Moreover, business enterprises have a significant stake in assuring that orderly provision is made to meet the needs of their employees and their families for income when their working lives are over. The earmarked contribution for social security is a recognition of this stake. The direct contribution gives employers status in the program and a clear right to participate in the development of the program and in the formation of policy.

The rate for the self-employed—one and one-half times the rate paid by the employee—is a recognition of the fact that the self-employed person, in respect to his own employment, has some of the characteristics both of employee and employer. The Council has found no reason for a change in this rate.

VI. The Earnings Base for Contributions and Benefits

In an economy characterized by rising wages and salaries it is necessary to give periodic review to the maximum amount of earnings subject to contributions and credited toward benefits, since this maximum determines the proportion of the covered payrolls available to finance the program and is a major factor in determining the extent to which the program pays benefits reasonably related to the past earnings of the individual.

The Council believes that it is an essential part of the contributory concept to have the worker pay contributions on the same amount of earnings as the amount that is credited to him for benefit purposes. Since, under a plan designed for broad social protection, it has not been considered appropriate to cover the full earnings of very high-paid employees and self-employed persons and to pay correspondingly high benefits, there has always been a maximum on the amount of earnings subject to tax and creditable toward benefits. Exactly where this maximum should be set is a difficult question. It is complicated by the fact that over the years wages and living levels tend to rise, so that any particular maximum set in the law may be soon outdated.

When the old-age and survivors insurance program first went into operation in 1937 the maximum earnings base was $3,000, and it remained at that level until 1951. In 1938, the first year for which adequate data are available, the full earnings of 97 percent of all covered employees, and of 94 percent of regularly employed men, were included under that maximum. As wage levels rose, the percentage of workers who had all their wages credited under the program declined; thus, by 1950, instead of the highest-paid 6 percent of regularly employed men having a part of their wages excluded, 57 percent had some of their wages excluded.

The maximum earnings base was raised to $3,600, effective in 1951; to $4,200, effective in 1955; and to $4,800, effective in 1959. In 1959, it is estimated, 75 percent of the workers covered under the program, and 50 percent of the regularly employed men, will have their full earnings covered for both contributions and benefits.

Insofar as the maximum contribution and benefit base is not increased as earnings rise, the proportion of payrolls in covered employment that is taxed declines. For example, between 1938 and 1950 the proportion dropped from 92 percent to 80 percent. The proportion taxed in 1951 after the increase in the maximum to $3,600 was 84 percent. It is estimated that the proportion taxed in 1959 will be about 83 percent.

Benefits are a higher proportion of earnings at lower earnings levels than at the higher levels. Hence raising the maximum contribution and benefit base without change in the benefit formula results in a reduction in the percentage of covered payroll needed to meet the long-range cost of the system. The cost estimates underlying the contribution schedule can be interpreted to imply that if earnings rise there will be an upward adjustment of benefits and of the earnings base. However, the tax rates required for the support of the adjusted benefits would be higher than those in the present contribution schedule if the earnings base is not increased as earnings rise.

The Council is of the opinion that there should be a maximum on earnings taxed and credited toward benefits; that the contribution should be levied on the same amount of earnings as the amount that is credited for benefits; and that the maximum should be increased from time to time as wages rise.[4]

Although there is no definitive logic supporting $4,800 as the correct amount—i.e., neither too high nor too low—for the maximum contribution and benefit base, we do not recommend any further change in the base at this time, since the change to $4,800 is just going into effect in 1959. We assume that further consideration will be given to this maximum after the effect of the $4,800 figure has been evaluated.

VII. The Schedule of Contribution Rates

A. *The Council endorses the contribution schedule in present law[5] on the basis of the cost estimates we have reviewed. We believe that the 1959, 1960, and 1963 rate increases should go into effect as scheduled and that conditions will probably warrant the 1966 rate increase as well. The last increase—that scheduled for 1969—will need to be evaluated in the light of the conditions current at that time and in the light of the cost estimates then available.*

As a result of the amendments of 1958, the contribution schedule in the law has been speeded up and the rates increased. The present schedule, covering both old-age and survivors insurance and disability insurance, is as follows:

Year	Contribution rate (percent)		
	Employers	Employees	Self-employed
1959	2½	2½	3¾
1960–62	3	3	4½
1963–65	3½	3½	5¼
1966–68	4	4	6
1969 and thereafter	4½	4½	6¾

The Council is agreed that a graded contribution schedule is sound policy. It is true that the ultimate rate is somewhat increased by the loss of interest on funds which would otherwise have been accumulated by the application of an earlier high, level rate. We believe, however, that this loss is of far less significance than would be the effect of the sudden imposition of the full rate necessary to support the program.

The Council is also agreed that the rates should be high enough in the early years of the program to cover at least year-by-year disbursements. Disbursements will ultimately be substantially greater than they are now, and we believe there is no justification for current contributors paying less than enough to cover current disbursements. Moreover, many people were disturbed to have the outgo from the old-age and survivors insurance trust fund greater than the income in 1957 and 1958, and in prospect in 1959. We are therefore in complete accord with the action taken by the Congress, to increase the rates in 1959 and 1960. These changes are necessary to avoid an excess of outgo over income in 1960 and in the next several years.

The Council also believes that the rate increase provided by the new schedule for 1963 is justified by all the evidence now available. Although it might prove possible to postpone the 1963 increase for a year or two, it is nevertheless clear that a rate increase will be needed soon after 1963, if not in that year, to prevent outgo from again exceeding income. We believe that there is merit in main-

[4] The Council believes it desirable to call specific attention to the fact that in the relation between the tax on earnings and the benefits paid under the old-age, survivors, and disability insurance system there is an element of progressive income taxation. Covered workers who, together with their employers, pay taxes on the higher ranges of the creditable earnings base receive less than proportionate benefit rights. This serves to make possible more than proportionate benefits for those paying taxes on the lower range of the creditable earnings base.

[5] As indicated in the description of the financing plan, the scheduled contribution rates include a fixed ½-of-1-percent combined employer-employee contribution for disability benefits for workers and their dependents (⅜ of 1 percent for the self-employed). The questions discussed in the next several pages relate largely to the old-age and survivors insurance program only and grow out of the gradual imposition of the ultimate rate for that program.

taining the schedule in the law unless and until there is a strong case for change.

Probably the increase scheduled for 1966 will not be necessary at that time to provide income in excess of outgo. Its effect, unless significant changes occur, will be to increase fund accumulation.[6] Although the Council does not regard building of a large fund as a primary goal, we nevertheless believe that it will prove desirable to have the 1966 rate go into effect. It will further the objective that the person who gets the protection should pay a substantial part of the cost of the protection. It will hasten the approach to the payment of the full rate necessary to support the system and will increase public understanding of its costs. It will reduce the shifting of costs to future members of the system. Before the 1966 rate is scheduled to go into effect, however, other advisory councils will have the opportunity to consider the timing of the introduction of this rate in the light of cost estimates and conditions current at that time.

Under the set of cost estimates we used for evaluating the contribution rate schedule, if the employer-employee contribution rate of 8 percent for the combined old-age, survivors, and disability insurance system scheduled for 1966 goes into effect in that year the income to the old-age and survivors insurance trust fund will exceed outgo until 1982. Under other sets of estimates that we examined, such income will exceed outgo for a period of from 12 years after 1965 (under estimates showing high costs) to about 80 years (under estimates showing low costs). In view of the likelihood that an increase above the 1966 rate will not be needed to cover the year-by-year costs of the program for a considerable period of time, we are doubtful whether the 9-percent rate should go into effect as scheduled, in 1969.[7] However, we are not recommending that any change be made now in the schedule of contribution rates in present law. Instead, we recommend that future advisory councils, in the light of conditions current at the time of their inquiries, give study to the timing and level of any contribution rate increase to be made after the one bringing the rate to 8 percent.

Once the rate currently charged approaches the level of a reasonable minimum estimate of the costs over a period of many decades into the future, decisions about the imposition of further rate increases should be guided, in our judgement, largely by conditions expected in the 15- or 20-year period immediately ahead, including the size of the trust fund. Under such a plan a judgment of whether the last step-up in the contribution schedule should go into effect in 1969 can be best made just prior to that time.

B. *The Council believes that the establishment of a contribution schedule in the law based on the concept of long-range actuarial balance is sound policy and should be continued. However, future decisions concerning the financing of the program should increasingly take into account estimates of trust fund income and outgo over the ensuing 15 or 20 years based on expected earnings and employment levels and on demographic developments.*

The Council endorses the long-standing practice adopted by Congress of including in the law a contribution schedule which according to the cost estimates places the system substantially in actuarial balance into the indefinite future. We believe this procedure to be the best way of making people conscious of the long-range cost of the current provisions of the program and of the cost of proposals to modify the present program.

The long-range estimates of the cost of the program are presented in the form of a range, showing the effect of assumptions resulting in high costs, and other assumptions resulting in low costs. Reflecting the great uncertainties attached to costs that may develop in the more distant future, these estimates indicate a broad spread in the possible range of program costs toward the end of the present century and in the first half of the next century. For purposes of financial planning, the practice has been to take an average of the high-cost and low-cost estimates to obtain so-called intermediate-cost estimates. On the basis of these intermediate-cost estimates a schedule of contribution rates is developed to provide contribution income sufficient to meet the costs of the system as they fall due from the present into the long-range future. The Council has examined these estimates and believes that the assumptions on which they are based are reasonable and that the methods used in making them are sound.

The long-range cost estimates, based as they are on assumptions reflecting the possible variations in long-range trends in such cost factors as fertility, mortality, retirement rates, and family composition, while producing a wide range in possible costs several decades ahead, show a fairly narrow range in possible costs in the shorter-run future. This is because the economic factors which may show significant ups and downs in the short run are assumed in the long-range estimates to have a smooth trend. Thus, for example, the estimates assume that the volume of employment will average out over the long run somewhat below full employment. The estimates also assume that average annual earnings

---

[6] Some have argued that an excess of income over outgo may have bad economic effects. Whether the economic effects are good or bad will depend on the general economic situation at the time and on the fiscal policies of the Government. In any event, the amounts by which the fund is increased in any year would in all probability be too small to have any effects on the economy that would be serious or that could not be readily compensated through other governmental action.

[7] It is recognized, of course, that if the long-range estimates were to remain unchanged but the imposition of the ultimate rate were postponed beyond 1969, a contribution schedule showing the system in actuarial balance would, because of this delay, have an ultimate employer-employee rate above the 9 percent in present law for the combined old-age, survivors, and disability insurance system. For example, if the 1969 rate increase were postponed until 1982, when, according to the cost estimates we have used for evaluating the contribution schedule, an increase would be needed to prevent disbursements from exceeding income, then a 9.89-percent rate would be needed in 2025 and thereafter to produce the same degree of long-range actuarial balance as the schedule in present law.

will remain level.[8] However reasonable these assumptions may be for the long-range estimates, they cannot be used for estimates designed to show expected operations over a short-run period. Here the possible variations arising from the economic factors will be very significant, and the Council believes that there is need for cost estimates that take these economic factors into account.

As stated above, the Council believes that when the contribution rate approaches the level of a reasonable minimum estimate of the costs over a period of many decades into the future, decisions about the imposition of further rate increases, if needed, should be guided largely by estimates covering a period of 15 or 20 years. Like the estimates covering the period of 5 future years that are presented in the Annual Reports of the Board of Trustees, these 15- or 20-year forecasts should be based on assumptions which take into account future developments with respect to economic as well as population changes.

VIII. The Role of the Trust Funds

A. *The Council approves of the accumulation of funds that are more than sufficient to meet all foreseeable short-range contingencies, and that will therefore earn interest in somewhat larger amounts than would be earned if the funds served only a contingency purpose. The Council concludes, however, that a "full" reserve is unnecessary and does not believe that interest earnings should be expected to meet a major part of the long-range benefit costs.*

Income not currently needed for benefits is held in two trust funds—the old-age and survivors insurance trust fund and the disability insurance trust fund. These trust funds serve two primary purposes: (1) they are contingency reserves for use in temporary situations when current income is less than current outgo; and (2) they are a source of investment income which helps pay the benefits and administrative costs of the program.

As contingency reserves, the assets of the trust funds are available, when needed, to supplement current receipts in periods when disbursements may temporarily rise above income. The Council believes the trust funds are and will continue to be larger than would be required for contingency purposes alone. Both the trust funds are expected to grow for many years and should remain well in excess of foreseeable contingency needs.

Although larger than needed for contingency purposes, the trust funds will continue to be considerably less than would be required under "full reserve" financing, often used for private pension plans. The "full reserve" basis contemplates the accumulation during an initial period of very substantial funds which, if the pension plan were to cease operating, would be available to discharge existing liabilities. These are liabilities to the then current beneficiaries and the liabilities accrued to date for those still in active employment. In a national compulsory social insurance program it can properly be assumed that the program will continue to collect contributions and to pay benefits indefinitely into the future. The old-age, survivors, and disability insurance program therefore does not need a full reserve. It may be considered to be in actuarial balance when estimated future income from contributions and from interest on the investments of the accumulated trust funds will, over the long run, support the estimated disbursements for benefits and administrative expenses.

Although the old-age and survivors insurance trust fund will be only a fraction of the "full reserve," as defined above, it will grow to considerable size and play a significant role as an interest-earning fund. Interest will, of course, be available to help pay benefit costs and to some extent will make later contribution rates lower than they would otherwise have to be. Interest earnings since the program began, in 1937, have already totaled over $5 billion.

In a dynamic system of social insurance, the significance of the role played by an interest-earning fund is quite different from what it would be under a static system. If benefits are adjusted upward as earnings levels rise, then the interest earnings on a fund of any given size will meet a decreasing proportion of benefit costs. In the light of potential increases in earnings and benefits as decades pass, we believe it unwise to count on interest to meet a major part of the costs of the program in the far-distant future.

We see no merit in the provision of present law which requires the trustees to report to the Congress whenever, in the course of the next 5 years, it is expected that either of the trust funds will exceed three times expenditures in any one year. The implication of the provision is that the trust funds should not be allowed to exceed the result of this formula. We do not believe that the trust funds should be held to any arbitrary relationship to expected annual expenditures, and we recommend that the provision be repealed.

B. *The investment of the trust funds in United States Government obligations is a proper use of the excess of income over outgo for the benefit of the contributors to the funds. The trust funds are properly kept separate from the general fund of the Treasury and have the same lender status as other investors in Federal securities.*

The Council is aware that there is some misunderstanding concerning the nature of the trust funds of the program and their distinct separation from the general Treasury account. The members are in unanimous

[8] The assumption that average earnings will remain level is not, of course, in accord with what has been happening in this country throughout its history. If average earnings do in fact continue to rise and if no changes are made in benefit levels, the costs of the program, expressed as a percentage of payroll, will be lower than those shown in the estimates. In this sense it can be said that the estimates overstate the costs of the benefit provisions now in the law. As a practical matter, however, it may be expected that, as average earnings continue to rise, there will be an upward adjustment of benefits. If the added cost resulting from such adjustment is sufficient to balance the reduction in the cost of the program that results from rising average earnings, the level-premium cost of the program, expressed as a percentage of payroll, will be the same as is shown in the estimates.

agreement with the advisory councils of 1938 and 1948 that the present provisions regarding the investment of the monies in these trust funds do not involve any misuse of these monies or endanger the funds in any way, nor is there any "double taxation" for social security purposes by reason of the investment of these funds in Government obligations.

Each of these trust funds is kept completely separate from all other funds in the Treasury. The income and disbursements of the old-age and survivors insurance trust fund and the disability insurance trust fund are not included in the administrative budget of the Government. Instead, the President reports their operations separately in his Budget Message to Congress. The debt obligations held by the trust funds are shown in Treasury reports as part of the Federal debt, and interest payments on these obligations are regularly made by the Treasury to the trust funds. The securities are sold or redeemed whenever necessary to obtain cash for disbursement by these funds.

When the trust fund receipts not needed for current disbursements are invested in Government securities, the funds are lenders and the United States Treasury is the borrower. The trustees of the funds receive and hold Federal securities as evidence of these loans. These Government obligations are assets of the funds, and they are liabilities of the United States Government, which must pay interest on the money borrowed and must repay the principal when the securities are redeemed or mature.

The marketable securities held by the funds are identical in every way with Federal bonds bought and sold on the open market by other investors in Federal securities. The special obligations issued directly to the funds are public debt obligations backed by the full faith and credit of the United States. Interest on, and the proceeds from the sale or redemption of, securities held by each of the two trust funds are credited to and form a part of each fund. Thus the trust funds are completely separate from the general fund of the Treasury and have the same status as lenders that other investors in Federal securities have.

The confusion that there is "double taxation" for social security purposes arises because, in addition to paying social security taxes, people must also pay taxes to pay interest on, and repay the principal amount of, the obligations held by the trust funds. But the taxes that must be raised to pay interest on these obligations, or to repay the principal, are not levied for social security purposes. They are levied to meet the costs of the defense program and the other purposes for which the borrowed money was expended by the Treasury in accordance with congressional appropriations. If the trust funds did not exist, money for these purposes would have been borrowed from other sources, and in this case, too, taxes would have to be raised to pay interest and principal on the borrowings. The purchase of Government obligations by the trust funds is financially sound in relation to both the social security program and the fiscal operations of the Federal Government.

IX. The Management and Investment of the Trust Fund

A. *The investment of the trust funds should continue to be restricted to interest-bearing obligations of the United States Government or to obligations guaranteed as to principal and interest by the United States.*

The Council recommends that investment of the trust funds should, as in the past, be restricted to obligations of the United States Government. Departure from this principle would put trust fund operations into direct involvement in the operation of the private economy or the affairs of State and local governments. Investment in private business corporations could have unfortunate consequences for the social security system—both financial and political—and would constitute an unnecessary interference with our free enterprise economy. Similarly, investment in the securities of State and local governments would unnecessarily involve the trust funds in affairs which are entirely apart from the social security system.

B. *The investment of the trust funds should be in obligations having maturities which reasonably reflect the long-term character of the funds.*

The bulk of the assets of the trust funds will be on continuous loan to the Federal Treasury, and therefore the funds' investments are essentially long-term in character. The maturities of special issues should reflect this fact. Before the 1956 amendments to the Social Security Act, the law included no provision regarding the maturities of special obligations issued for purchase by the trust funds. Up to that time, special issues had been 5-year notes or 1-year (or less) certificates of indebtedness. The 1956 amendments added the provision that special issues shall have ". . . maturities fixed with due regard for the needs of the trust funds . . . ." This requirement has been interpreted by the Managing Trustee to mean maturities of 5 years or longer. Accordingly, he inaugurated a program to lengthen gradually the maturities of special obligations issued to the trust funds. The special issues held by the funds on June 30, 1958, consisted of 1-year certificates, 2- to 5-year notes, and 6- to 10-year bonds.

C. *Each special obligation issued for purchase by the trust funds should carry a rate of interest that, in principle, equals the rate of return being realized by investors who purchase long-term Government securities in the open market at the time the special obligation is issued.*[9]

The Council believes the rate of return on trust fund investments in special issues should be comparable to what the Treasury would have to pay for long-term money if borrowed from other investors. Such a rate of return seems to us the way to avoid either a financial advantage or disadvantage to the funds. Such a rate on special issues would go a long way toward eliminating any conflict of interest that might be encountered by the Secretary of the Treasury, acting both as the principal fiscal officer

[9]It is recognized that the Managing Trustee may need to keep a minor part of the funds in short-term securities, at an interest rate appropriate thereto, to meet immediate prospective needs.

of the Government and as manager of the trust funds, in deciding whether to invest trust fund assets in marketable obligations or in special issues.

The provision in the present law for setting the interest rate on the special issues needs revision in order to make possible the attainment of this policy. The present law requires that special obligations issued for purchase by the trust funds bear interest at a rate equal to the average rate of interest, computed as of the end of the month preceding the date of issue, on all marketable interest-bearing public debt obligations that are not due or callable until after the expiration of 5 years from date of original issue. The interest rate on special obligations issued to the trust funds at the beginning of the fiscal year 1959 was $2\frac{5}{8}$ percent. During recent years about nine-tenths of the old-age and survivors insurance trust fund investments have been in special obligations; on June 30, 1958, about 95 percent of the disability insurance trust fund investments were in special obligations.

The Council endorses the policy in present law which relates the interest rate on special obligations to the interest rate on long-term marketable obligations. This policy correctly identifies the special obligations as being primarily long-term investments.

We recommend, however, that two changes be made in the law in order that the rate of return on special obligations be as nearly as possible equal to the rate being realized by investors who purchase long-term Government securities in the open market at the time such a special obligation is issued. The rate on each special obligation should be made equal to the average *market yield* on long-term marketable Federal obligations outstanding when the special obligation is issued, rather than to the average *coupon rate* of such marketable obligations. This change would cause the interest rate on the obligations issued for purchase by the trust funds to reflect the market rate of return prevailing at the time of issuing any given block of securities to the trust funds. The average yield should be computed on the basis of market quotations in a recent past period, such as the month preceding the special issue, and, as at present, the average so computed should be rounded to the nearest $\frac{1}{8}$ of 1 percent.

The second change we recommend is that the interest rate fixed for a special obligation should be based on the average rate of return on all outstanding marketable Federal obligations that will mature more than, say, 5 years after the date of the special issue, rather than on all bonds that are not due or callable until after 5 years from the date when they were originally issued.[10] This change is necessary to eliminate from the computation those bonds which have in fact become short-term obligations.

In adjusting to the proposed new statutory formula, we believe a gradual and orderly transition over a period of several years would be desirable. We recommend, therefore, that before the new formula becomes effective the present maturity distribution of the special obligations held in the funds be reviewed and, if need be, adjusted to carry out this broad objective.

D. *Investment of the trust funds, as at present, should be either in special issues or in public issues, but the statute should be amended to provide that public issues may be acquired only when they will provide currently a yield equal to or greater than the yield that would be provided by the alternative of investing in special issues.*

With the adoption of a statutory formula giving to the trust funds a return based on market rates of interest, we believe it is proper for the bulk of the funds to be invested in special obligations. Investment in special issues has the great advantage of avoiding disturbances of the capital market. At the same time, the Council believes that it would be desirable to continue to allow the Managing Trustee to invest in public issues when he finds that it is in the public interest to do so, provided such investment would involve no sacrifice of income to the funds.

[10] See footnote 9.

From time to time, circumstances arise in which investment of trust fund assets in public obligations may be in the public interest. At a time of declining bond prices, for example, purchase of public issues on the open market may help preserve the asset value of Federal securities held by private investors. It may also assist the Treasury Department in the sale of new issues of Federal securities at a time when the market for Government bonds is unfavorable.

We recognize that it has been the practice of the Managing Trustees to purchase marketable obligations for the trust funds only if the current yields on the marketable obligations exceed what would be obtained by purchasing special obligations. The Council believes, however, that it would be desirable to make this practice a statutory obligation. The Council therefore recommends adoption of a provision allowing purchase of marketable securities only when such purchase is in the public interest and would provide currently a yield equal to or greater than the alternative of investing in special issues. This provision would supersede the present statutory provision that special issues shall be purchased only if it is not in the public interest for the trust funds to purchase other Federal securities.

E. *The law should be amended to state that the Board of Trustees as a whole has the responsibility to review the general policies followed in managing the trust funds, and to recommend changes, as needed, in the provisions of the law that govern the way in which the trust funds are to be managed. In keeping with the nature of its responsibilities, the intervals between meetings of the Board should be not more than 6 months.*

The Council believes that the present statutory provision giving full authority for management of the operations and investments of the trust funds to the Secretary of the Treasury as Managing Trustee is sound. Generally the Secretary of the Treasury, by reason of his position and experience, is the person in the Government who is best equipped for this responsibility. However, the

Council believes that all members of the Board of Trustees should participate in the review of the general policies followed in the management of the trust funds. We, therefore, recommend an amendment to the law to give more specific recognition to the responsibility of trusteeship of all members of the Board and to require that the intervals between meetings be not more than 6 months.

F. *The Council has examined the way administrative expenses are charged to the trust funds and the financial provisions relating to the railroad retirement account and to the coverage of the members of the Armed Forces and believes that the arrangements are fair.*

The Council believes that the trust funds should be treated in all respects as funds held in trust, bearing their proper share of expense but not operating so as to subsidize other activities of government.

The Council did not look, in great detail, into the question of the charging of administrative expenses, but we believe that with relatively minor exceptions all administrative costs are being charged to the trust funds. These include the administrative expenses of the Bureau of Old-Age and Survivors Insurance, the expenses incurred by the Internal Revenue Service in the collection of social security taxes, and expenses incurred by other units of the Department of Health, Education, and Welfare and of the Treasury Department in connection with old-age, survivors, and disability insurance. The administrative expenses of the total program, although charged to the respective trust funds, are subject to the regular appropriation procedures of Congress.

Under the 1951 amendments to the Railroad Retirement Act, wage credits accumulated under the railroad retirement system by workers who die or retire with less than 10 years of railroad employment are transferred to the workers' accounts under the old-age, survivors, and disability insurance program. Benefit payments are made by the old-age, survivors, and disability insurance program on the basis of the combined earnings records. Retirement and disability benefits are payable under both programs to workers with 10 or more years of railroad service who also qualify under old-age, survivors, and disability insurance. The survivors of workers with 10 or more years of railroad service receive benefits under one program or the other based on combined wage records. Each year the two agencies jointly determine the amount of money which, if transferred from the railroad retirement account to the old-age and survivors insurance trust fund or vice versa, would place the trust fund in the same position it would have been in if railroad employment had always been covered under the Social Security Act. The amount so determined is transferred. There is provision for similar annual interchanges between the railroad retirement account and the disability insurance trust fund beginning with the fiscal year 1958. This is an arrangement which seems to us to be fair to both programs.

Beginning January 1, 1957, contributory coverage was extended to members of the uniformed services. Noncontributory wage credits of $160 a month have been provided to persons who served in the Armed Forces from September 16, 1940, through December 31, 1956. In addition, provision had been made for noncontributory survivors insurance protection for certain World War II veterans for a period of 3 years following their discharge from the Armed Forces. The old-age and survivors insurance trust fund received reimbursements from the general fund of the Treasury for the additional costs of these survivor benefits paid before September 1, 1950. Under the 1956 amendments, the additional costs of the survivor benefits after August 31, 1950, and all past and future expenditures arising from the contributory military wage credits, will be met by reimbursements from the general fund to the appropriate trust funds. These reimbursements should not be regarded as a Government contribution or as a departure from the policy of self-support. Instead, these contributions are made by the United States Government from general funds in its capacity as employer of the members of the Armed Forces.

X. Conclusion

In conclusion, the Council would reiterate what we have said earlier in this report: In a dynamic society a program of old-age, survivors, and disability insurance requires periodic review of its operations to assure that its effectiveness is maintained. The Council is pleased to report that according to the best cost estimates available the contribution schedule now in the law makes adequate provision for meeting the cost of the benefits provided. We have found that the method of financing is sound and that no fundamental changes are required or desirable. Our recommendations are intended to strengthen the measures necessary to carry out the basic principles inherent in the program.

Notes and Brief Reports

European Multilateral Social Security Treaties*

A new multilateral agreement on social security came into force among European countries on October 1, 1958. This is a convention dealing with the social security rights of transportation workers who cross national borders in the course of their employment. It is the latest in a series of important multilateral European social security treaties that have come into force in recent years and that are serving to tie together more and more the social security systems of the different countries of Europe.

This note summarizes the new agreement for transportation workers, as well as six other recent multilateral social security treaties. It does not deal with bilateral treaties between two countries only—of which more than 150 have been concluded in Western and Eastern Europe since World War II—or with certain trilateral agreements that have been adopted, such as those among France, Italy, and Belgium (1951) or among France, Italy, and the Saar (1955).

Convention on social security of international transport workers.—This convention was developed in draft form by a technical preparatory meeting of Government, employer, and employee delegates from 15 European countries, convened by the International Labor Office in December 1955. It was subsequently approved in July 1956 at an official intergovernmental conference also convened by the ILO, at which 18 European nations were represented. It has thus far been signed by 12 countries (Belgium, France, the Federal Republic of Germany, Hungary, Italy, Luxembourg, the Netherlands, Poland, Spain, Switzerland, Turkey, and Yugoslavia). The convention entered into force on October 1, 1958, following its ratification by the Netherlands and Poland; it is open under certain conditions to ratification by any European country.

*Prepared by Daniel S. Gerig, Division of Program Research, Office of the Commissioner.

The convention applies in general to all employees as well as self-employed persons engaged in railroad, highway, air, and inland water transportation, whether of passengers or freight. (Boatmen on the Rhine River, who are covered by another agreement, are excluded.) Its basic purpose is to assure protection to such workers when they have need of social security benefits in countries other than that where their employer has his principal place of business. The specific risks covered by the agreement are sickness, maternity, work injury, and funeral costs.

Under the convention a transportation worker who becomes ill, while in a foreign country to which his employment has taken him, is entitled to receive both cash and medical benefits there, just as if he were in his home country. Medical benefits that are immediately necessary are to be furnished by the social security agency in the place where the worker is ill, in accordance with its own rules as to the kind and duration of benefits and the method of providing them. Cash benefits are to be paid in accordance with legislation of the worker's home country.

The same provisions govern maternity benefits, both for women workers and the wives of workers on inland vessels who live with them on such vessels. Somewhat similar arrangements are set up for the provision of medical and short-term cash benefits to transportation workers who suffer a work injury while in a foreign country and for lump-sum death or funeral grants when workers or their dependents die while abroad.

The agreement requires that foreign transportation workers receive the same treatment with respect to these benefits as do the citizens of a country, and it prohibits the reduction of benefits to such workers because of residence requirements. It also contains provisions governing the reimbursement of the social security agencies of different countries for the benefits they provide to transportation workers insured under the programs of other countries or for offsetting amounts owed. Other provisions relate to administrative cooperation generally among the appropriate agencies of the various countries for purposes of applying the convention.

Convention on social security of migrant workers.—The six nations belonging to the European Coal and Steel Community (Belgium, France, the Federal Republic of Germany, Italy, Luxembourg, and the Netherlands) signed a comprehensive convention in December 1957 dealing with the social security rights of workers migrating between these countries. The agreement was developed between 1954 and 1957 by a committee of Government social security experts from the member countries, under the joint auspices of the Coal and Steel Community and the ILO. The convention was later converted into a Regulation under Article 51 of the 1957 Treaty establishing the European Economic Community, and written consent was given to the Regulation by the six member countries in October 1958.

The basic purpose of this agreement is to ensure that social security measures of individual member nations will not stand in the way of mobility of labor. It seeks to effect the free movement of workers between these countries by assuring migrant workers and their beneficiaries that (1) their periods of coverage in different countries will be added together in determining their eligibility for and the amounts of their benefits and (2) they will not be penalized by residence or citizenship requirements.

Although there previously were some bilateral agreements among the six countries dealing with these problems, the new multilateral agreement undertakes to remove differences that existed among such agreements, remedy their shortcomings, and govern relations between countries that previously had no bilateral agreements. The convention replaces such bilateral agreements but explicitly does not affect the agreement on transportation workers, the interim agreements of the Council of Europe, or the Rhine boatmen's agreement.

The coverage of the convention on

migrant workers is not confined to coal and steel workers but applies, in general, to all categories of workers and their survivors who move from one country to another. This broad coverage was the result of the adoption of the treaty establishing the European Economic Community in March 1957, which provides for the establishment of a common market for industry generally. The convention also applies to refugees and stateless persons residing in any of the member countries. It includes, in the main, all social insurance programs in the countries concerned, whether general or special, contributory or noncontributory. It does not apply, however, to assistance, veterans' payments, or civil servants' programs. The types of benefits include old-age, invalidity, and survivor pensions; sickness and maternity benefits; funeral grants; work injury benefits and pensions; unemployment benefits; and family allowances (except in France).

The provisions of the convention have the effect of ensuring, in the first place, that a worker who is from one country that is a party to the convention and who resides in another country that adheres to it will receive the same treatment under the latter country's social security laws as its own citizens. Secondly, periods of coverage earned by a worker in two or more member countries are to be added together in determining his benefit eligibility and amount. Thirdly, workers are not to be penalized because they live outside the country where they have acquired a right to benefits, if they reside in another country adhering to the agreement.

A number of special technical provisions are included to put the above principles into effect. For old-age, invalidity, and survivor pensions, for example, periods of coverage in all countries are to be added together and each country then pays a share of the total pension according to the "pro rata temporis" method—that is, in proportion to the percentage of the total period of coverage spent in each country concerned. Periods of coverage are also to be added together under certain circumstances for sickness and maternity benefits. These benefits are to be provided even if workers become ill during a stay outside their own country. Similar special provisions are made for unemployment and work injury benefits, funeral grants, and family allowances.

The convention on migrant workers provides that a commission shall be set up to facilitate the application of administrative details, and it also contains a series of provisions relating to cooperation in handling the benefits. This commission was in the process of being established late in 1958, and the system was expected to begin its operations at the start of 1959.

European interim social security agreements. — Three agreements among 14 nations belonging to the Council of Europe came into force in July 1954, after having been concluded in December of the preceding year. Thus far they have been ratified by Belgium, Denmark, France, the Federal Republic of Germany, Iceland, Italy, the Netherlands, Norway, Sweden, and the United Kingdom. Other members of the Council of Europe are Greece, Ireland, Luxembourg, and Turkey.

One of the agreements deals with programs relating to old-age, invalidity, and survivor pensions. A second concerns social security programs other than those relating to old-age, invalidity, and survivor pensions (for example, sickness and maternity, work injury, unemployment, and family allowances). The third is a convention on social and medical assistance. All three agreements have a protocol extending some of their provisions to refugees.

The basic purpose of these agreements is to eliminate from the social security legislation of the ratifying countries discrimination based on nationality. Each country is required in general to treat citizens of all other countries that are a party to the agreements on the same basis as its own citizens, under both the domestic legislation of the country concerned and any bilateral or multilateral agreements it enters into with the other participating countries. The three agreements were designated as "interim" since it was assumed that they would be operative only until the conclusion of a general convention on the subject.

Various residence conditions are stipulated in applying the equality-of-treatment principle to different types of benefits. For contributory old-age and survivor benefits and work injury benefits the applicant, to be eligible, must be residing in one of the countries adhering to the agreement. For other contributory benefits, he must normally be residing in the country where benefits are claimed. For noncontributory old-age and survivor benefits, a minimum of 15 years of residence after age 20 is required, including 5 years' continuous residence immediately before the claim. For most other noncontributory benefits, 6 months of residence is required.

The interim agreements contain a number of specific reservations made by some of the contracting countries that restrict the applicability of the agreement or lay down further conditions, as far as particular programs are concerned. These reservations have the effect of narrowing considerably the actual scope of the agreements.

ILO convention on minimum standards of social security.—This convention was adopted by the International Labor Conference of the ILO in 1952[1] and came into force in April 1955. It has up to now been ratified by nine nations, eight of which are in Europe (Denmark, the Federal Republic of Germany, Greece, Italy, Norway, Sweden, the United Kingdom, and Yugoslavia). The convention is concerned principally with the establishment of minimum standards in such areas as coverage, qualifying conditions, benefit rates, and duration of benefits for nine types of social security programs.

It is interesting to note that one section of the convention requires that aliens who reside in a country ratifying it shall have the same social security rights as citizens who reside there. The convention provides, however, that when benefits are paid in whole or in large part from public funds or when the programs are transitional special rules may be ap-

---

[1] See the *Bulletin*, October 1952, pages 3-10.

plied to aliens as well as to citizens who were born outside the country.

The convention also provides that aliens who are citizens of a nation adhering to it, and who are covered in another ratifying country under a contributory social security system covering employees, shall have the same rights under that system as citizens of the country. Such equality of rights may be made conditional, however, on the existence of a bilateral or multilateral agreement providing for reciprocity.

Agreement on social security of Rhine boatmen.—One of the earliest attempts to link directly in one multilateral agreement the social security programs of a number of European countries was the agreement on the social security of Rhine boatmen. This agreement, signed in 1950, entered into force in June 1953. It was prepared under the auspices of the ILO and the Rhine Navigation Commission; the participating countries were Belgium, France, the Federal Republic of Germany, the Netherlands, and Switzerland (countries bordering the Rhine River).

The general purpose of this agreement is to furnish effective social security protection to crew members of vessels that are used commercially in Rhine navigation, as well as their families. Often the boatman on such an international waterway may be of one nationality, the firm or firms employing him may be located in a different country or countries, and the need for benefits may arise while the boatman is physically in still another country. This situation obviously creates difficult jurisdictional problems, and it is with them that the agreement is designed to deal. The risks covered by the agreement are old age, invalidity, and death; sickness and maternity; work injury; unemployment; and maintenance of children.

The agreement provides that each boatman shall, in general, be insured under the program of the country in which his employer's headquarters are located. Periods of coverage completed under the programs of any of the participating countries, however, are to be added together for benefit purposes. The old-age pension of each worker is ordinarily to be calculated on a "pro rata temporis" basis, according to the proportion of his total period of coverage spent in each participating country. There are, however, certain limitations with respect to Swiss pensions. Invalidity pensions are normally paid by the system under which the worker was insured when he first became ill, but two or more systems may agree to apply the pro rata rule for these pensions as well.

Medical benefits are in principle to be provided by the country where the claimant happens to be, in accordance with that country's legislation and with arrangements for reimbursement left to the individual countries concerned. Cash sickness benefits are to be paid by the system under which the worker is insured.

The agreement calls for certain administrative procedures in the application of its provisions. It also establishes a central administrative office for the purpose of helping Rhine boatmen to make their claims for benefit.

Convention on social security between Brussels Treaty Powers.—The five countries—Belgium, France, Luxembourg, the Netherlands, and the United Kingdom—that were members of the Brussels Treaty Organization (later changed to the Western European Union) also signed a social security convention in 1949. The agreement came into force in April 1951. Its purpose was to extend and coordinate social security programs for citizens of the countries signing the Brussels Treaty.

This multilateral agreement was superimposed on the network of bilateral agreements that existed or would subsequently be concluded among the five countries. Its basic objective was to make all such bilateral agreements applicable to citizens of the five countries, to enable benefits payable under them to be paid in all these countries, and to enable workers to maintain rights accruing from coverage in any of them. The principle of equality of treatment for the citizens of all five countries was spelled out in the convention.

Two other conventions among the Brussels Treaty Powers, signed in 1949 and 1950, dealt with unemployment benefits for "frontier workers," living near national borders and crossing into another country to work, and with social and medical assistance.

Scandinavian social security convention.—The Scandinavian countries (Denmark, Finland, Iceland, Norway, and Sweden) had some type of multilateral conventions dealing with reciprocity under social security legislation as early as 1919. A general multilateral convention among the five countries was signed in 1955 and came into force in November 1956. This convention replaced 12 previous multilateral agreements on reciprocity and related matters and established new rules governing the social security rights of each other's citizens.

The new convention deals with old-age, disability, and survivor benefits and sickness and maternity benefits; work injury benefits; unemployment benefits; family allowances; and public assistance. It requires that citizens of one Scandinavian country who may be staying, residing, or working in another country receive treatment equal to that of other citizens of the latter country.

Citizens of any one of the nations signing the convention are eligible for coverage under sickness insurance and entitled to receive sickness benefits in any of the other countries. They are also covered under work injuries insurance and unemployment insurance. Equality of treatment with respect to old-age, invalidity, and survivor pensions is, in general, subject to a requirement of 5 consecutive years of residence at the time the claim is made. This period may be shortened or the requirement waived entirely, however, under certain circumstances. To receive family allowances, one of the parents or the child must, in general, have had 6 consecutive months of residence.

An agreement among four of the Scandinavian countries (all but Finland) came into force in January 1957. It deals with transfers of insured persons from one sickness fund to another in a different country and with payment of sickness benefits during temporary residence abroad.

Management of Selected Trust Funds*

About 65 Federal agencies, funds, and accounts have investments in U.S. Government securities. A few have invested in guaranteed or nonguaranteed securities of Federal agencies. The Treasury Department handles the investments of about 55 of the agencies, funds, or accounts, and the investments of the rest are handled by the agencies themselves. This report is concerned only with those trust funds and accounts for which investments are handled by the Treasury Department; its principal concern is with the similarities and differences in the legal requirements governing their investments and with the investment practices of the Treasury Department in their management.

The primary emphasis is on three groups of trust funds: social security funds; Federal employees' retirement, disability, and life insurance funds; and veterans' life insurance funds. These three groups consist of 11 separate funds—the seven largest Government trust funds and four that, although relatively unimportant holders of Government securities, are included because they are otherwise closely related to the social security funds. The only Federal agencies with relatively large holdings of Government securities that are not included are the Federal Home Loan Banks, the Federal Deposit Insurance Corporation, and the Postal Savings System. Each of these agencies has investments of more than $1.0 billion in U.S. Government securities.

The funds considered here are the old-age and survivors insurance trust fund, the disability insurance trust fund, the railroad retirement account, the unemployment trust fund, the civil-service retirement and disability fund, the foreign service retirement fund, the judicial survivors annuity fund, the Federal employees' life insurance fund, the Government life insurance fund (World War I), the national service life insurance fund (World War II), and the veterans' special term insurance fund (Korean conflict). Several factors influenced the selection of these funds: (1) Each fund provides retirement income or life, disability, or unemployment insurance, or it has some other welfare activity of the Government as its objective; (2) together, they hold the bulk of Government securities currently owned by Federal agencies; and (3) the investments of each are handled by the Treasury Department.

* Prepared by Glenn D. Morrow and Sophie R. Dales, Division of Program Research, Office of the Commissioner.

Legislative Provisions

The legislative provisions for the management of these 11 trust funds establish systems of fiscal administration that are generally similar but that vary sufficiently to have significant effects on each fund.

Appropriations or Deposits

Examination of the legislative provisions for appropriations to or deposits into Government trust funds does not, alone, always furnish an exact and accurate answer to the question of how the money gets into the funds. For one thing, many legal provisions are phrased in general terms and need to be considered in the light of the highly technical and specialized Treasury terminology and procedures. For another, under the authority of the Budget and Accounting Procedures Act of 1950, certain details of the appropriation provisions in the acts governing any of the funds may be modified if the change improves and expedites Treasury procedures. The pertinent section of the 1950 Act reads:

Sec. 115(a). When the Secretary of the Treasury and the Comptroller General determine that existing procedures can be modified in the interests of simplification, improvement, or economy, with sufficient safeguards over the control and accounting for the public funds, they may issue joint regulations providing for the waiving, in whole or in part, of the requirements of existing law that—

(1) warrants be issued and countersigned in connection with the receipt, retention and disbursement of public moneys and trust funds; and

(2) funds be requisitioned, and advanced to accountable officers under each separate appropriation head or otherwise.

The old-age and survivors insurance trust fund and the disability insurance trust fund.—Under the Social Security Act, as amended, 100 percent of the taxes due on wages and self-employment income is to be appropriated to these trust funds (½ of 1 percent of wages and ⅜ of 1 percent of self-employment income to the disability insurance trust fund and the remainder to the old-age and survivors insurance trust fund). The Secretary of the Treasury is authorized to determine the amount to be appropriated by "applying the applicable rates of tax" to the wages and self-employment income certified by the Secretary of Health, Education, and Welfare on the basis of records maintained from reports and returns made by employers and the self-employed to the Commissioner of Internal Revenue. Appropriations are to be transferred "from time to time" from the general funds of the Treasury, and proper adjustments are to be made in subsequent transfers for over- or under-appropriations.

These two funds are the only ones of the group for which the law provides for appropriation of estimated amounts with subsequent adjustments according to actual receipts. (The highway trust fund—not included among the funds considered here—has a similar provision.)

Railroad retirement account.—Appropriations to the railroad retirement account are to be "equal to amounts covered into the Treasury (minus refunds) during each fiscal year under the Railroad Retirement Tax Act."[1]

Unemployment trust fund.—Unem-

[1] The legislative background of this provision differs from that of the other trust funds of the group. The material quoted does not appear in the Railroad Retirement Act or in any of its amendments but in the Railroad Retirement Board Appropriation Act of 1953 (P.L. 452, July 5, 1952). The same provision, for the current year only, had appeared in the Board's 1952 appropriation act (P.L. 137, August 31, 1951). The Railroad Retirement Act itself, however, still contains an appropriation provision, based on an annual premium, that is similar to the provision in the Social Security Act of 1935 relating to the old-age reserve account.

ployment insurance is a Federal-State program for which the Treasury acts as banker and investor. The Secretary of the Treasury is directed by the Social Security Act, as amended, to receive and hold in the fund all money deposited by State agencies from State unemployment funds and by the Railroad Retirement Board to the credit of the railroad unemployment insurance account. Deposits may be made directly with the Secretary of the Treasury or with any Federal Reserve bank or member bank of the Federal Reserve System he may designate.

In addition to the separate accounts of the States (including Alaska, Hawaii, and the District of Columbia) and the railroad account, the trust fund includes a Federal unemployment account. The Employment Security Administrative Financing Act of 1954 provides that this account be built up to a $200-million loan fund, from which financially weak State systems may borrow. To this account is appropriated the excess of Federal unemployment tax collections over the expenses of administering the employment security program (employment service and unemployment insurance). When the total exceeds $200 million (plus any repayments and interest earned by the account) excess collections are to be prorated among the State accounts in the trust fund.

Civil-service retirement and disability fund.—Under the 1956 amendments to the Civil Service Retirement Act, the Federal employees' retirement and disablility program is financed by a 6½-percent deduction withheld from employees' basic salaries and, beginning in the fiscal year 1956–57, by a matching contribution made by each employing agency from its salary appropriation. The sums deducted and agency contributions are to be deposited by the agency in the Treasury to the credit of the fund.

Foreign service retirement and disability fund.—The Secretary of the Treasury is directed to maintain the fund and to cause deductions of 5 percent from the basic salaries of eligible foreign service officers to be made and transferred on the books of the Treasury to the credit of the fund. The Secretary is to submit annually to the President and Congress estimates of the appropriations necessary to continue the system in force; however, there is no provision in the law for a compulsory contribution by the Government in its capacity as employer.

Judicial survivors annuity fund.—Elective deductions of 3 percent from salaries and/or retirement pay (or resignation pay) of Federal judges for survivor annuities are to be deposited in the Treasury to the credit of the individual account of each participating judge in the judicial survivors annuity fund. The provision that creates the fund also makes permanent appropriation of its assets for the payment of the annuities. Annuities on a noncontributory basis are provided for widows of Supreme Court Justices.

Federal employees' life insurance fund.—Sums withheld from employees' salaries (25 cents per $1,000 of insurance every 2 weeks) and the Government contribution (at present 12½ cents per $1,000) are to be deposited in the Treasury to the credit of the fund and used to pay life insurance premiums and administrative expenses.

Government life insurance fund and national service life insurance fund.—The provisions are identical for transferring payments by soldiers and veterans into these two servicemen's life insurance funds. All premiums paid are to be deposited in the Treasury to the credit of the respective fund, and payments from each are to be made on award by the Administrator of Veterans' Affairs.

Veterans' special term insurance funds.—The Servicemen's Indemnity Act of 1951 created a revolving fund[2] from money the Administrator of Veterans' Affairs is authorized to transfer from time to time from appropriations to the national service life insurance fund and the Government life insurance fund. The fund is to provide, without payment of a premium, standard 5-year level premium term nonparticipating life insurance, similar to national service life insurance, to members of the Armed Forces with service during the Korean conflict.

[2] The fund is not named in the law, but special obligations are issued to it in the name of the "veterans' special term insurance fund."

Permitted Investments

The legislative provisions for each trust fund authorize investment of the assets, although in more specific terms for some funds than for others. The Secretary of the Treasury carries the investing authority for all funds except the veterans' special term insurance, which the Administrator of Veterans' Affairs is authorized to invest but for which the Secretary of the Treasury may "sell and retire" securities. The Secretary is authorized to invest, sell, and redeem securities for the old-age and survivors insurance trust fund, the disability insurance trust fund, and the railroad retirement account; to invest for the civil-service, foreign service retirement, and judicial survivors annuity funds; and to invest, reinvest, and sell securities for the Federal employees' life insurance fund and the World War servicemen's insurance funds.

For seven of the 11 trust funds the Secretary of the Treasury is authorized to invest the portion of each fund that, in his judgment, is not immediately needed for current payments. Under the Railroad Retirement Act, however, he has the duty to invest "at the request and direction of the [Railroad Retirement] Board" such sums as in the Board's judgment are not immediately needed. Under the legislation for the two World War servicemen's insurance funds he may invest the reserve amounts that the Administrator of Veterans' Affairs is authorized to set aside under accepted actuarial principles to meet all insurance liabilities. Legislation on veterans' special term insurance does not specify what part of that fund may be invested or who is to make the decision.

All 11 funds may be invested in interest-bearing obligations of the United States. Additional permitted investments for the old-age and survivors insurance and disability insurance trust funds are the obligations fully guaranteed by the United States Government; for the Government life insurance fund they are the

guaranteed obligations and the bonds of the Federal farm loan banks; and for the judicial survivors annuity fund they are Federal farm loan bonds. The guaranteed obligations consist at present of the debentures of various Federal housing and mortgage insurance funds. To date, none of the assets of the three funds authorized to acquire guaranteed obligations has ever been invested in these obligations.

Specific reference to Treasury special issues appears only in the laws governing the old-age and survivors insurance and the disability insurance trust funds, the railroad retirement account, the unemployment trust fund, the civil-service retirement trust fund, and the veterans' special term insurance trust fund. The last-named fund may be invested only in special obligations. No reference to special obligations is found in the laws on the foreign service retirement fund, the Federal employees' life insurance fund or the two World War servicemen's insurance funds. The laws that do mention special obligations—with the exception of that on veterans' special term insurance—authorize their issuance by extending the provisions of the Second Liberty Bond Act to the particular fund. The relevant section of the Second Liberty Bond Act, as amended, is phrased in the most general terms:

> Notwithstanding the provisions of the foregoing paragraph [which provides for public issues], the Secretary of the Treasury may from time to time, when he deems it to be in the public interest, offer such bonds otherwise than as a popular loan and he may make allotments in full, or reject or reduce allotments upon any application whether or not the offering was made as a popular loan.

Interest Rates

Only the railroad retirement account has a specific interest rate written into its law: the specified rate is 3 percent for special obligations and an investment yield of not less than 3 percent for public obligations. Five funds—the old-age and survivors insurance, disability insurance, civil-service retirement, unemployment insurance, and veterans' special term insurance funds—all have provisions for an interest rate on special obligations coordinated with the average rate on the total interest-bearing debt or with some sector of that debt. No rate of interest is specified in the laws governing the other five funds.

The laws governing seven of the funds state that interest from investments forms part of the fund. Such a statement does not appear with reference to the railroad retirement account, the Federal employees' life insurance fund, the Government life insurance fund, or the veterans' special term insurance fund.

Old-age and survivors insurance and disability insurance trust funds.—Special obligations issued exclusively to the funds must have maturities "fixed with due regard for the needs of the trust funds." They must bear interest at a rate equal to the average rate, rounded to the nearest 1/8 of 1 percent, borne at the end of the preceding month by all marketable interest-bearing obligations of the United States of more than 5 years' maturity from date of issue to date of first call or maturity. The funds may acquire public issues on original issue at par or by purchase at market price; there is no legislative statement about coupon rate or investment yield of the public issues acquired.

Unemployment trust fund.—Investment of the unemployment trust fund in special obligations is governed by the same interest formula that was provided for the old-age and survivors insurance trust fund before the 1956 amendments to the Social Security Act—that is, the average rate, rounded to the next lower 1/8 of 1 percent, borne at the end of the preceding month by the total interest-bearing debt of the United States. Public issues may be acquired on original issue at par or by purchase at market price but only "on such terms as to provide an investment yield not less than the yield which would be required in the case of special obligations" acquired on the same date. (This provision has never been specified for the old-age and survivors insurance trust fund.)

Civil-service retirement and disability fund.—Until 1956 no interest rate was specified for investments of the civil-service retirement fund. Investments were acquired with the objective of bringing a return equal to the amount that the fund itself had by law to pay on employee contributions withdrawn by persons leaving the service (4 percent a year on amounts credited to the end of 1947 and 3 percent thereafter). With the 1956 amendments to the Civil Service Retirement Act, the interest provisions are now the same as those in the 1956 amendments to the Social Security Act for the old-age and survivors insurance and disability insurance trust funds.

Veterans' special term insurance fund.—The interest rate on special obligations issued to the veterans' special term insurance fund may not exceed the average interest rate on all marketable obligations of the United States outstanding at the end of the month before issuance. Maturities must be agreed upon by the Administrator of Veterans' Affairs and the Secretary of the Treasury.

Foreign service retirement, judicial survivors annuity, Federal employees' life insurance, Government life insurance, and national service life insurance funds.—There are no interest provisions in the laws governing these four funds. The Foreign Service Retirement Act provides, however, that refunds of mandatory employee contributions shall be at 4-percent interest. The Treasury considers the 4-percent special issues to be in conformity with this provision.

Investments and Investment Practices

Some indication of the investment practices followed in the management of the 11 funds under consideration may be obtained from an examination of types of securities currently held by these funds.

Trust Fund Investments

The relative size of the security holdings of the Federal agencies, funds, and accounts is shown in table 1. At the close of the fiscal year 1956–57, each of nine agencies, funds, or accounts held more than $1.0

Table 1.—*Holdings of Federal securities by Federal Government agencies, funds, and accounts, at par value, June 30, 1957*

[Amounts in thousands]

Federal agency, fund, or account	Total		Special issues		Other securities	
	Amount	Percent	Amount	Percent	Amount	Percent
Total, all funds and accounts [1]	$55,552,418	100.0	$46,827,227	100.0	$8,725,191	100.0
Social security funds and accounts, total	35,204,979	63.4	31,259,000	66.8	3,945,979	45.2
Old-age and survivors insurance	22,262,664	40.1	19,462,885	41.6	2,799,779	32.1
Railroad retirement	3,642,058	6.6	3,475,108	7.4	166,950	1.9
Disability insurance	325,363	.6	325,363	.7	----------	----------
Unemployment	8,974,894	16.2	7,995,644	17.1	979,250	11.2
Federal employees' retirement, disability, and insurance funds, total	7,529,008	13.6	7,394,333	15.8	134,675	1.5
Civil-service retirement and disability	7,497,551	13.5	7,371,946	15.7	125,605	1.4
Foreign service retirement and disability	22,387	(2)	22,387	.1	0	----------
Federal employees' life insurance	8,310	(2)	----------	----------	8,310	.1
Judicial survivors annuity	760	(2)	----------	----------	760	(2)
Veterans' life insurance funds, total	6,804,819	12.2	6,804,819	14.5	0	----------
National service life insurance	5,570,310	10.0	5,570,310	11.9	0	----------
Government life insurance	1,200,427	2.2	1,200,427	2.6	0	----------
Veterans' special term insurance	34,082	.1	34,082	.1	0	----------
Other, total	6,013,612	10.8	1,369,075	2.9	4,615,537	52.9
Canal Zone postal savings system	6,752	(2)	400	(2)	6,352	.1
Federal Deposit Insurance Corporation	1,919,000	3.5	717,500	1.5	1,201,500	13.8
Federal Home Loan Banks [3]	1,018,325	1.8	50,000	.1	968,325	11.1
Federal Housing Administration	485,370	.9	89,241	.2	396,129	4.5
Federal Savings and Loan Insurance Corporation	275,190	.5	102,690	.2	172,500	2.0
Highway trust fund	404,444	.7	404,444	.9	0	----------
Postal Savings System	1,459,053	2.6	4,800	(2)	1,454,253	16.7
All other [4]	445,478	.8	----------	----------	445,478	5.1

[1] Excludes $23,625,000 in securities held by the Atomic Energy Commission, which, in turn, are held by trustees for the protection of certain contractors against financial loss in case of catastrophe.

[2] Less than 0.05 percent.

[3] Not administered by the Treasury Department.

[4] Not all administered by the Treasury Department.

Source: *Annual Report of the Secretary of the Treasury, June 30, 1957.*

billion in Government securities. The Treasury Department manages the investments of eight of these. The only substantial holdings not managed by the Treasury Department are those of the Federal Home Loan Banks, which exceed $1.0 billion.

As of June 30, 1957, the four social security funds held 63.4 percent of the combined holdings of Government securities by all Federal agencies, funds, and accounts. The four Federal employees' retirement, disability, and insurance funds held 13.6 percent of the total, and the three veterans' life insurance funds 12.2 percent. The remaining 10.8 percent was held by other agencies, funds, and accounts—most of it by the Federal Home Loan Banks, the Federal Deposit Insurance Corporation, and the Postal Savings System. Thus, the 11 funds considered in this report accounted for more than 89 percent of all Government securities held by Federal agencies, funds, and accounts.

Agency investment practices are not uniform. Most agencies have invested only in direct obligations of the Treasury, but a few have invested in guaranteed obligations, consisting mainly of the debentures of various Federal housing and mortgage insurance agencies. None of the 11 social security funds, Federal employees' retirement, disabililty, and insurance funds, or veterans' life insurance funds, however, have acquired any of the guaranteed obligations; eight of them are not authorized to invest in guaranteed obligations.

Four of the 11 funds have invested in both public and special Treasury obligations. Five of them—the disability insurance trust fund, the foreign service retirement and disability fund, and the three veterans' life insurance funds—held, as of June 30, 1957, only special issues. In contrast, the Federal employees' life insurance fund and the judicial survivors annuity fund held only public obligation.

Holdings of special obligations of the Treasury were distributed as follows: 66.8 percent were held by the four social security funds, 15.7 percent by the civil-service retirement and disability fund, 14.5 percent by the three veterans' life insurance funds, and 3.0 percent by all other agency funds and accounts, including the 0.1 percent held by the veterans' special term insurance fund. In comparison, holdings of other Government securities were distributed as follows: 45.6 percent were held by the social security funds, 1.4 percent by the civil-service retirement and disability fund, none by the veterans' life insurance funds, and 52.9 percent by all other agencies, funds, and accounts.

As of the close of the fiscal year 1956–57, six of the 11 funds held public securities and three of these held substantial amounts. The old-age and survivors insurance trust fund held $2,800 million, which represented 12.6 percent of its total investments. The railroad retirement account held $167 million—4.6 percent of its total investments, $161 million of which was acquired during the fiscal year 1956–57. The unemployment insurance fund held $979 million, which represented 10.9 percent of its total investments. The Federal employees' life insurance fund and the judicial survivors annuity fund, both relatively small, had 100 percent of their holdings—$83.1 million and $760,000, respectively—in public obligations. The only other fund holding public obligations was the civil-service retirement and disability fund, which held $126 million, most of which was acquired during 1955–56 and 1956–57. The investments of the other five funds were entirely in special issues.

Relatively few investments have been made by the trust funds in nonmarketable securities. In April 1951 the old-age and survivors insurance trust fund acquired more than $1.0 billion in public, nonmarketable, long-term investment bonds in exchange for other bonds. The unemployment trust fund also held such nonmarketable bonds, totaling $745 million. The civil-service retirement and disability fund held $400,000 in U.S. savings bonds acquired from the retirement system of the Comptroller of the Currency when these two funds were merged. Similarly, the Federal employees' life insurance fund held $1.26 million of U.S. savings bonds acquired from beneficial associations. None of the other seven funds has ever invested in nonmarketable securities.

Interest Rates

The coupon interest rates on securities held by the different funds, as of June 30, 1957, are available from published reports, but no published data are available relating to the yield rate on public issues purchased in the security markets. The weighted average interest rates on special issues held by the different trust funds, as reported by the Treasury Department, are: 2.500 percent—the civil-service retirement and disability fund, the old-age and survivors insurance trust fund, the disability insurance trust fund; 2.625 percent—the unemployment trust fund and the veterans' special term life insurance fund; 3.000 percent—the national service life insurance fund (the fund is based on 3-percent earnings on its investments) and the railroad retirement account; 3.500 percent—the Government life insurance fund; and 3.951 percent—the foreign service retirement and disability fund.

No special issues are held by the Federal employees' life insurance fund and the judicial survivors annuity fund.

Some of this variation in interest rates on special issues is attributable to differences in the legal requirements of the funds described earlier. For the national service life insurance fund, the law specifies no minimum yield on investments in public securities, but it does require appropriations sufficient to meet annual premiums, which are calculated, in turn, on the basis of a 3-percent interest rate. As a practical matter, however, if 3 percent were not obtained on all investments, resulting deficiencies would have to be met from appropriations.

*Recent Publications**

Social Security Administration

Bureau of Public Assistance. *Services in the Aid to Dependent Children Program: Implications for Federal and State Administration,* by Eileen Blackey. Washington: The Bureau, 1958. 63 pp. Processed. Limited free distribution; apply to the Bureau of Public Assistance, Washington 25, D. C.

Children's Bureau. *Child-Caring Institutions: Their New Role in Community Development of Services,* by Martin Gula. (Publication No. 368—1958.) Washington: U. S. Govt. Print. Off., 1958. 27 pp. 15 cents.

Children's Bureau. *Clinical Programs for Mentally Retarded Children: A Listing,* compiled by Rudolf P. Hormuth. Washington: The Bureau, 1958. 22 pp. Processed. Limited free distribution; apply to the Children's Bureau, Social Security Administration, Washington 25, D. C.

Children's Bureau. Clearinghouse for Research in Child Life. *Research Relating to Children, Studies in Progress . . . Reported March 1-July 31, 1958.* (Bulletin No. 8.) Washington: U. S. Govt. Print. Off., 1958. 131 pp. $1.

General

Sanders, Irwin T. *The Community: An Introduction to a Social System.* New York: Ronald Press Co., 1958. 431 pp. $6.

Considered under three headings—Social Traits of the Community, Major Systems of Work, and Community Action.

Simpson, Keith, and Benjamin, Hazel C. *Manpower Problems in Economic Development: A Selected Bibliography.* (Bibliographical Series, No. 85.) Princeton: Princeton University, Department of Economics and Sociology, Industrial Relations Section, 1958. 93 pp.

Titmuss, Richard M. *Essays on 'The Welfare State'.* London: George Allen & Unwin, Ltd., 1958. 232 pp. 20s.

Ten lectures, including Social Administration in a Changing Society, The Social Division of Welfare, Pension Systems and Population Change, Industrialization and the Family, and The National Health Service in England—Science and the Sociology of Medical Care.

Retirement and Old Age

Carp, Louis. "The Forsaken Elderly: Problems in the Provision of Adequate Medical Care for the Aged." *American Journal of Economics and Sociology,* New York, Vol. 18, Oct. 1958, pp. 15–24. $1.

Jehring, J. J. *The Investment and Administration of Profit Sharing Trust Funds.* Evanston, Ill.: Profit Sharing Research Foundation, 1957. 152 pp. $3.50.

A study of 208 funds.

McFarland, Ross A., and Philbrook, Frank Randolf. "Job Placement and Adjustment for Older Workers: Utilization and Protection of Skills and Physical Abilities." *Geriatrics,* Minneapolis, Vol. 13, Dec. 1958, pp. 802–807. 75 cents.

"Reform of Social Security Legislation for Miners in Belgium." *Industry and Labour,* Geneva, Vol. 20, Oct. 15, 1958, pp. 306–311. 25 cents.

The Retirement Council. *Retirement Planning Guidebook.* Stamford, Conn.: The Council, 1958. 96 pp. $2.50.

Includes a discussion of part-time employment.

Rummel, Kathryn C. "Helping the Older Client Involve His Family in Future Plans." *Social Casework,* New York, Vol. 39, Nov. 1958, pp. 508–512. 50 cents.

U. S. Library of Congress. Legislative Reference Service. *Old-Age, Survivors, and Disability Insurance, Public Assistance, Maternal and Child Welfare Services, Showing Changes Made in the Social Security Act by the 85th Congress.* Compiled by Helen Livington and Frederick Arner at the direction of the Chairman of the Senate Committee on Finance. (Senate Committee Print, 85th Cong., 2d sess.) Wash-

*Prepared in the Library, Department of Health, Education, and Welfare. Orders for items listed should be directed to publishers and booksellers; Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

ington: U. S. Govt. Print. Off., 1958. 49 pp.

Public Welfare

COHEN, NATHAN EDWARD. *Social Work in the American Tradition: Field, Body of Knowledge, Process, Method, and Point of View.* New York: The Dryden Press, 1958. 404 pp. $4.75.

The development of social work in the United States.

BINDER, GERTRUDE, and CLASS, NORRIS E. *The Regulatory Responsibility in Public Welfare: The Nature of Welfare Licensing Laws; Regulatory Standards for Welfare Services; Maintenance of Regulatory Standards for Welfare Services.* (Reprinted from *Social Casework,* Nov. 1957, May 1958, and June 1958.) New York: Family Service Association of America, 1958. 21 pp. 40 cents.

NATIONAL CONFERENCE ON POLICY AND STRATEGY IN SOCIAL WELFARE. *Policy and Strategy in Social Welfare . . . Report to the Churches.* New York: National Council of Churches of Christ in the U. S. A., Department of Social Welfare, 1957. 48 pp. 75 cents.

Eight reports on the chief concerns and problems of the churches in relation to welfare needs and services.

NATIONAL CONFERENCE ON SOCIAL WELFARE. *Casework Papers, 1958. Papers Presented at the 85th Annual Forum . . .* New York: Family Service Association of America, 1958. 158 pp. $2.50.

Includes Utilization of Casework Method and Skill in Group Counseling, by Sanford N. Sherman; Deterrents to the Adoption of Children in Foster Care, by Bernice Boehm; Differential Planning in Child Welfare, by Leon H. Richman; The Family-Centered Approach in a Child Development Center, by Claudeline P. Lewis; and Homemaker Service as a Way of Strengthening Families During Illness, by Jean M. Leach.

NATIONAL CONFERENCE ON SOCIAL WELFARE. *Community Organization, 1958. Papers Presented at the 85th Annual Forum . . .* New York: Columbia University Press, 1958. 139 pp. $2.50.

Includes Community Development—A Challenge to Social Workers, by Charles I. Schottland; The Changing City and Family Life, by Murray B. Meld; The Special Youth Program Approach to Chronic Problem Families, by David Austin; and State Programming for the Mentally Deficient, by Elizabeth M. Boggs.

NATIONAL CONFERENCE ON SOCIAL WELFARE. *The Social Welfare Forum, 1958. Official Proceedings, 85th Annual Forum . . . Chicago, Illinois, May 11-16, 1958.* New York: Columbia University Press, 1958. 311 pp. $5.

Includes The Outlook for Community Development, by Arthur Dunham; papers by Frank Bane and Herman M. Somers on Federal and State Responsibilities for Welfare Financing; Taking Stock and Looking Ahead in Public Assistance, by Jay L. Roney; Issues in Child Welfare Administration, by Maurice O. Hunt; The "Hopeless" Family, by Kermit T. Wiltse; Family-centered Services Through Aid to Dependent Children, by Helen B. Foster; and Basic Components in Supervision, by Corinne H. Wolfe.

POSNER, WILLIAM. "The Family Agency's Responsibility to the Families of Aged Clients." *Social Casework,* Vol. 39, Nov. 1958, pp. 512–516. 50 cents.

RALL, MARY E. "Casework with the Minor Unmarried Mother and Her Family." *Social Casework,* New York, Vol. 39, Nov. 1958, pp. 494–502. 50 cents.

VASEY, WAYNE. *Government and Social Welfare: Roles of Federal, State, and Local Governments in Administering Welfare Services.* New York: Henry Holt and Co., 1958. 506 pp. $5.

Background, programs, and organization.

Child Welfare

CLOUGH, TRACEY C., and WOOD, JANET C. "Homemaker Service to Children in a Multiple-Function Agency." *Child Welfare,* New York, Vol. 37, Dec. 1958, pp. 1–6. 45 cents.

Points out that homemaker service to children requires special skills and techniques.

KADUSHIN, ALFRED. "The Legally Adoptable, Unadopted Child." *Child Welfare,* New York, Vol. 37, Dec. 1958, pp. 19–25. 45 cents.

Cites instances where long-term boarding care is a satisfactory alternative to a permanent home by adoption.

NAUGHTON, FRANCES X. "After-Care: The Treatment Center's Responsibility. *Child Welfare,* New York, Vol. 37, Dec. 1958, pp. 7–10. 45 cents.

Discusses the importance of a carefully planned after-care program for children in residential treatment.

THE WOODS SCHOOLS FOR EXCEPTIONAL CHILDREN. *Counseling Parents of Children with Mental Handicaps. Proceedings of the 33rd Spring Conference . . .* Langhorne, Pa.: The Schools, 1958. 108 pp. Single copies free.

Includes The Parent Counselor—An Emerging Professional Resource, by John W. Bystrom; Factors in the Development of Mentally Handicapped Children, by John A. Rose; Counseling with Parents at Time of First Knowledge of Retardation, by Reynold A. Jensen; The Role of Parents in Helping Each Other, by Alton F. Lund; Helping Parents in the Community Setting, by Harriet E. Blodgett; Genetic Counseling, by Sheldon C. Reed; and Helping Parents in the Private Residential School Setting, by Mary F. Carswell.

Health and Medical Care

COUNCIL OF STATE GOVERNMENTS. INTERSTATE CLEARING HOUSE ON MENTAL HEALTH. *State Action in Mental Health: A Summary of Financial, Legal and Administrative Developments in State Mental Health Programs 1956–1957.* Chicago: The Council, 1958. 95 pp. $2.

COWDRY, E. V., editor. *The Care of the Geriatric Patient.* St. Louis: C. V. Mosby Co., 1958. 438 pp. $8.

Includes chapters on nutritional requirements, dental care, nursing, nursing homes, rehabilitation, and organization and services for older persons.

FISCH, MAYER. "Organic Psychiatric Disorders of the Aged: How They Affect Family Relationships." *Social Casework,* New York, Vol. 39, Nov. 1958, pp. 503–507. 50 cents.

FREIDSON, ELIOT, AND FELDMAN, JACOB J. *The Public Looks at Hospitals.* (Health Information Foundation Research Series, No. 4.) New York: Health Information Foundation, 1958. 24 pp.

Report of a survey of the public's knowledge of and attitudes toward hospitals.

FOLLMANN, J. F., JR. "Surprising Growth of Voluntary Health Insurance in Great Britain." *Journal of the American Medical Association,* Chicago, Vol. 168, No. 22, 1958, pp. 1641–1645. 45 cents.

GOLDFARB, ALVIN I. "Patterns in Planning a Psychiatric Program for the Aged." *Bulletin of the New York Academy of Medicine,* New

(Continued on page 22)

Current Operating Statistics

Table 1.—*Selected social insurance and related programs, by specified period, 1940–58*

[In thousands; data corrected to Jan. 13, 1959]

Year and month	Total	Retirement, disability, and survivor insurance: Monthly retirement and disability benefits [1]: Social Security Act	Railroad Retirement Act	Civil Service Commission [2]	Veterans Administration [3]	Survivor benefits: Monthly: Social Security Act [4]	Railroad Retirement Act [5]	Civil Service Commission [2]	Veterans Administration [6]	Lump-sum [7]: Social Security Act	Other [8]	Temporary disability benefits under Railroad Unemployment Insurance Act [9]	Unemployment insurance: State laws [10]	Veterans' legislation [11]	Railroad Unemployment Insurance Act [9]
	Number of beneficiaries														
1957															
November	...	8,284.9	462.1	289.2	2,817.6	2,741.0	224.8	95.6	(12)	57.4	12.1	34.9	1,146.3	32.2	65.9
December	...	8,354.5	462.7	292.3	2,819.3	2,774.2	225.8	96.5	1,170.0	61.7	12.2	38.0	1,638.9	45.5	102.2
1958															
January	...	8,412.5	463.1	295.3	2,822.7	2,792.3	227.0	97.2	(12)	50.4	12.9	39.3	2,342.4	66.1	139.1
February	...	8,507.6	465.1	297.9	2,824.8	2,814.5	227.8	98.0	(12)	57.4	13.0	29.1	2,698.3	82.2	141.4
March	...	8,619.5	467.4	300.7	2,826.8	2,841.2	228.7	99.4	1,190.4	64.7	13.4	28.3	2,965.9	95.5	143.7
April	...	8,759.7	470.2	304.0	2,832.9	2,868.4	230.0	101.2	(12)	74.1	13.2	28.6	2,966.9	95.8	157.2
May	...	8,867.0	473.1	306.4	2,841.5	2,891.5	231.1	102.6	(12)	64.0	13.5	23.8	2,731.7	87.0	138.1
June	...	8,985.5	476.0	309.4	2,850.5	2,919.9	231.7	106.4	1,187.9	64.3	13.1	22.5	2,590.3	89.0	117.4
July	...	9,071.2	477.1	312.2	2,858.3	2,940.7	232.3	107.2	(12)	51.6	12.8	26.1	2,234.1	92.4	112.4
August	...	9,168.7	478.8	314.0	2,867.6	2,963.3	233.7	107.7	(12)	59.9	12.4	31.8	2,043.5	65.0	128.7
September	...	9,244.7	481.2	316.1	2,875.1	2,983.7	234.4	124.0	(12)	68.7	12.9	33.9	1,767.2	47.5	120.9
October	...	9,323.7	483.1	318.7	2,883.5	3,003.9	235.2	128.0	(12)	51.6	12.9	35.2	1,555.9	30.3	122.5
November	...	9,415.2	485.3	321.0	2,891.2	3,015.1	236.3	130.7	(12)	50.3	12.4	30.1	1,486.7	27.7	103.1
	Amount of benefits [13]														
1940	$1,183,462	$17,150	$114,166	$62,019	$317,851	$6,371	$1,448	...	$105,696	$11,833	$12,267	...	$518,700	...	$15,961
1941	1,079,648	51,169	119,912	64,933	320,561	23,644	1,559	...	111,799	13,270	13,943	...	344,321	...	14,537
1942	1,124,351	76,147	122,806	68,115	325,265	39,523	1,603	...	111,193	15,005	14,342	...	344,084	...	6,268
1943	911,696	92,943	125,795	72,961	331,350	55,152	1,704	...	116,133	17,843	17,255	...	79,643	...	917
1944	1,104,638	113,487	129,707	77,193	456,279	73,451	1,765	...	144,302	22,034	19,238	...	62,385	$4,215	582
1945	2,047,025	148,107	137,140	83,874	697,830	99,651	1,772	...	254,238	26,127	23,431	...	445,866	126,630	2,359
1946	5,135,413	222,320	149,188	94,585	1,268,984	127,933	1,817	...	333,640	27,851	30,610	...	1,094,850	1,743,718	39,917
1947	4,658,540	287,554	177,053	106,876	1,676,029	149,179	19,283	...	382,515	29,460	33,115	$11,368	776,165	970,542	39,401
1948	4,454,705	352,022	208,642	132,852	1,711,182	171,837	36,011	$918	413,912	32,315	32,140	30,843	793,265	510,167	28,599
1949	5,613,168	437,420	240,893	158,973	1,692,215	196,586	39,257	4,317	477,406	33,158	31,771	30,103	1,737,279	430,194	103,596
1950	5,196,761	651,409	254,240	175,787	1,732,208	276,945	43,884	8,409	491,579	32,740	33,578	28,099	1,373,426	34,653	59,804
1951	5,503,855	1,321,061	268,733	196,529	1,647,938	506,803	49,527	14,014	519,398	57,337	33,356	26,297	840,411	2,234	20,217
1952	6,285,237	1,539,327	361,200	225,120	1,722,225	591,504	74,085	19,986	572,983	63,298	37,251	34,689	998,237	3,539	41,793
1953	7,353,396	2,175,311	374,112	269,300	1,840,437	743,536	83,319	27,325	613,475	87,451	43,377	45,150	962,221	41,698	46,684
1954	9,455,374	2,697,982	428,900	298,126	1,921,380	879,952	93,201	32,530	628,801	92,229	41,480	49,173	2,026,866	107,666	157,088
1955	10,275,552	3,747,742	438,970	335,876	2,057,515	1,107,541	121,847	39,362	688,426	112,871	42,233	51,945	1,350,268	87,672	93,284
1956	11,193,067	4,361,231	490,445	400,647	2,101,798	1,244,073	133,171	49,675	699,204	109,304	41,895	49,538	1,380,726	60,917	70,443
1957	13,560,263	5,744,490	538,501	474,841	2,180,509	1,520,749	143,826	58,265	748,660	138,785	47,278	51,292	1,766,445	53,087	93,535
1957															
November	1,130,181	472,987	44,540	42,058	193,005	125,733	11,879	5,127	65,987	11,672	3,701	4,909	136,627	3,104	8,852
December	1,217,775	477,924	44,614	42,565	193,647	127,531	11,943	5,178	66,206	12,449	3,986	5,440	207,110	4,574	14,498
1958															
January	1,336,264	482,528	44,690	43,305	194,140	128,627	12,029	5,345	65,673	10,172	4,308	5,383	313,012	6,925	20,127
February	1,352,024	489,855	44,954	43,447	194,157	129,948	12,095	5,365	65,678	11,503	4,416	3,786	320,181	7,546	19,093
March	1,419,397	497,971	45,247	44,316	193,924	131,441	12,171	5,511	65,600	12,995	5,002	4,060	370,248	9,285	21,626
April	1,474,691	507,890	45,563	44,771	198,198	133,149	12,263	5,564	66,688	15,019	4,718	4,037	403,845	9,833	23,153
May	1,436,864	515,164	45,907	45,127	197,430	134,534	12,345	5,636	66,430	12,904	4,915	3,426	363,550	8,922	20,574
June	1,403,883	523,478	46,225	45,400	196,953	136,206	13,402	5,695	66,269	13,039	4,535	3,056	325,121	8,853	16,651
July	1,437,934	529,844	46,361	45,639	199,243	137,519	12,459	5,729	67,040	10,444	4,316	3,404	351,050	10,151	14,735
August	1,442,965	538,755	46,561	48,843	199,069	138,972	12,556	6,570	66,982	12,128	4,103	4,660	337,352	6,553	19,861
September	1,434,402	544,330	46,847	49,823	197,478	140,290	12,617	7,056	66,446	14,032	4,556	4,858	322,878	5,047	18,144
October	1,403,201	549,456	47,064	50,224	202,157	141,479	12,687	7,193	68,266	10,493	4,453	5,377	281,885	3,391	19,076
November	1,347,235	555,231	47,300	50,256	200,830	142,297	12,765	7,211	67,818	10,168	4,120	4,449	226,067	2,693	16,030

1 Under the Social Security Act, retirement benefits—old-age, wife's, and husband's benefits, and benefits to children of old-age beneficiaries—partly estimated (beginning Jan. 1957, includes a few "childhood disability" benefits), and, beginning July 1957, disability benefits to workers aged 50–64. Beginning Dec. 1951, includes spouse's annuities under the Railroad Retirement Act.

2 Data for civil-service retirement and disability fund; excludes noncontributory payments made under the Panama Canal Construction Annuity Act. Through June 1948, retirement and disability benefits include payments to survivors under joint and survivor elections.

3 Pensions and compensation, and subsistence payments to disabled veterans undergoing training; beginning 1955, payments estimated, adjusted quarterly.

4 Mother's, widow's, widower's, parent's, and child's benefits; beginning Jan. 1957, includes a few "childhood disability" benefits; partly estimated.

5 Annuities to widows under joint and survivor elections and, beginning Feb. 1947, survivor benefits—widow's, widower's (first paid Dec. 1951), widowed mother's, parent's, and child's.

6 Payments to widows, parents, and children of veterans; data for beneficiaries, end of quarter; beginning 1955, payments estimated, adjusted quarterly.

7 Number of decedents on whose account lump-sum payments were made.

8 Payments under the Railroad Retirement Act and Federal civil-service and veterans' programs; beginning 1955, data for veterans' programs estimated.

9 Represents average number of beneficiaries in a 14-day registration period; temporary disability benefits first payable July 1947.

10 Represents average weekly number of beneficiaries; beginning Jan. 1955, includes data for payments to unemployed Federal workers made by the States as agents of the Federal Government. Beginning June 1958, payments include those under the Temporary Unemployment Compensation Act of 1958 ($51,596,836 in November).

11 Beginning Sept. 1944, under the Servicemen's Readjustment Act, readjustment allowances to unemployed and self-employed veterans of World War II. Beginning Nov. 1952, under the Veterans' Readjustment Assistance Act, unemployment compensation benefits to veterans with military service since June 1950. Number represents average weekly claims paid.

12 Not available.

13 Payments: under the Social Security Act annual data represent Treasury disbursements and under the Railroad Retirement Act, amounts certified (for both programs monthly data for monthly benefits represent benefits in current-payment status); under the Railroad Unemployment Insurance Act, amounts certified; for Veterans Administration programs, except the readjustment allowance program, disbursements; under the State unemployment insurance laws, the Servicemen's Readjustment Act, and the Veterans' Readjustment Assistance Act, checks issued; for civil-service programs, disbursements through June 1949 and authorizations beginning July 1949. Adjusted on annual basis except for civil-service data and payments under the Railroad Unemployment Insurance Act, which are adjusted monthly.

Source: Based on reports of administrative agencies.

Table 2.—*Contributions and taxes collected under selected social insurance and related programs, by specified period, 1956–58*

[In thousands]

Period	Retirement, disability, and survivor insurance				Unemployment insurance		
	Federal insurance contributions [1]		Federal civil-service contributions [2]	Taxes on carriers and their employees	State unemployment insurance contributions [3]	Federal unemployment taxes [4]	Railroad unemployment insurance contributions [5]
	Retirement and survivors	Disability					
Fiscal year:							
1956–57 [6]	$6,539,849	$337,199	$1,171,155	$616,020	$1,537,127	$330,034	$77,858
1957–58 [6]	7,266,985	926,403	1,259,041	575,282	1,500,397	335,880	99,891
5 months ended:							
November 1956	2,407,018	----------	776,833	257,498	772,897	4,545	30,020
November 1957	2,596,305	321,545	449,554	256,333	780,074	3,724	35,464
November 1958	2,210,197	359,143	640,334	221,401	751,279	3,978	34,850
1957							
November	626,362	80,422	100,782	68,796	195,684	739	10,173
December	345,063	42,822	123,493	49,177	12,067	687	13,830
1958							
January	267,657	36,189	121,885	18,721	78,772	53,272	532
February	886,581	119,443	113,282	77,722	136,658	269,024	7,935
March	598,151	74,963	103,610	42,977	8,651	4,691	15,176
April	747,075	83,350	121,330	17,051	179,064	1,685	810
May	1,128,413	154,760	107,369	70,197	296,553	1,651	9,883
June [6]	697,739	93,332	118,516	43,104	8,559	1,146	16,263
July	425,596	38,173	113,346	16,721	179,020	857	375
August	922,527	129,295	154,133	72,314	254,371	873	11,465
September	453,262	54,743	109,081	43,951	8,293	757	11,719
October	408,812	40,715	150,387	20,633	125,974	819	816
November	674,926	96,217	113,387	67,782	183,621	671	10,475

[1] Represents contributions of employees, employers, and the self-employedl n employments covered by old-age and survivors insurance and, beginning January 1957, disability insurance; beginning December 1952, adjusted for employee-tax refunds; beginning May 1951, includes deposits in the trust fund(s) by States under voluntary coverage agreements; beginning January 1951, on an estimated basis, with suitable subsequent adjustments.

[2] Represents employee and Government contributions to the civil-service retirement and disability fund.

[3] Represents deposits in State clearing accounts of contributions plus penalties and interest collected from employers and, in 3 jurisdictions, contributions from employees; excludes contributions collected for deposit in State temporary disability insurance funds. Data reported by State agencies.

[4] Represents taxes paid by employers under the Federal Unemployment Tax Act.

[5] Beginning 1947, also covers temporary disability insurance.

[6] Except for State unemployment insurance, as shown in the *Final Statement of Receipts and Expenditures of the U.S. Government.*

Source: *Monthly Statement of Receipts and Expenditures of the U.S. Government* and other Treasury reports, unless otherwise noted.

RECENT PUBLICATIONS

(*Continued from page 20*)

York, Vol. 34, Dec. 1958, pp. 811–822. 90 cents.

GREENE, DOROTHY K., and DAVIS, HARRY E. "Changes in Selected Health and Insurance Plans, 1954 to 1958." *Monthly Labor Review*, Washington, Vol. 81, Nov. 1958, pp. 1243–1249. 55 cents.

COMMITTEE ON MEDICAL CARE TEACHING OF THE ASSOCIATION OF TEACHERS OF PREVENTIVE MEDICINE, editors. *Readings in Medical Care.* Chapel Hill: University of North Carolina Press, 1958. 708 pp. $6.50.

The readings are grouped under the following headings: Problems in Medical Care—The General Background; National Health Picture; Adequacy of Medical Care; Costs of Medical Care; Medical Care Team; Hospitals; Coordination in Health and Medical Service; Care of Long-Term Illness; Rural Medical Care; Public Medical Care; Medical Care in Industry; Medical Care Insurance; and Principles and Proposals.

RUSK, HOWARD A., and collaborators. *Rehabilitation Medicine: A Textbook on Physical Medicine and Rehabilitation.* St. Louis: C. V. Mosby Co., 1958. 572 pp. $12.

SOMERS, HERMAN M., AND SOMERS, ANNE R. "Private Health Insurance: Part II—Problems, Pressures and Prospects." *California Law Review*, Berkeley, Vol. 46, Oct. 1958, pp. 508–557. $2.

TENBROEK, JACOBUS. "California's New Medical Care Law and Program." *California Law Review*, Berkeley, Vol. 46, Oct. 1958, pp. 558–599. $2.

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE. OFFICE OF VOCATIONAL REHABILITATION. *Eleventh Annual Workshop on Guidance Training, and Placement. Report of Proceedings.* (Rehabilitation Service Series, No. 478.) Washington: The Office, 1958. 2 vols. Processed.

Part I — Supervisors' Training Needs, Counselors' Training Needs, Services to OASI Referrals, Small Business Enterprises. Part II—Developing Working Relationships Between Rehabilitation Facilities and State Rehabilitation Agencies.

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE. PUBLIC HEALTH SERVICE. *Health Statistics from the U. S. National Health Survey; Series B-5—Selected Survey Topics, United States, July 1957–June 1958.* (Publication No. 584–B5.) Washington: U. S. Govt. Print. Off., 1958. 49 pp. 40 cents.

Statistics relating to days of disability, acute conditions, chronic conditions, persons injured, physician visits, and dental visits.

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE. PUBLIC HEALTH SERVICE. NATIONAL INSTITUTES OF HEALTH. *Highlights of Heart Progress—1957.* (Public Health Service Publication No. 595.) Washington: U. S. Govt. Print. Off., 1958. 47 pp. 25 cents.

"Program developments and research studies conducted and sup-

(*Continued on page 25*)

Table 3.—*Old-age, survivors, and disability insurance: Estimated number of employers*[1] *and workers and amount of earnings in covered employment, for specified period, 1940–58*[2]

[Data corrected to Nov. 28, 1958. Beginning 1951, annual data include self-employment; quarterly data exclude self-employment and, after 1954, agricultural labor. Beginning 1955, estimates are preliminary.]

Year and quarter	Employers reporting wages (in thousands)	Workers with taxable earnings[3] during period (in thousands)	Taxable earnings[4]		All workers in covered employment during period[5] (in thousands)	Total earnings in covered employment[6]	
			Total (in millions)	Average per worker		Total (in millions)	Average per worker
1940	2,500	35,393	$32,974	$932	35,393	$35,668	$1,008
1941	2,646	40,976	41,848	1,021	40,976	45,463	1,110
1942	2,655	46,363	52,939	1,142	46,363	58,219	1,256
1943	2,394	47,656	62,423	1,310	47,656	69,653	1,462
1944	2,469	46,296	64,426	1,392	46,296	73,349	1,584
1945	2,614	46,392	62,945	1,357	46,392	71,560	1,543
1946	3,017	48,845	69,088	1,414	48,845	79,260	1,623
1947	3,246	48,908	78,372	1,602	48,908	92,449	1,890
1948	3,298	49,018	84,122	1,716	49,018	102,255	2,086
1949	3,316	46,796	81,808	1,748	46,796	99,989	2,137
1950	3,345	48,283	87,498	1,812	48,283	109,804	2,274
1951	4,440	58,120	120,968	2,081	58,120	148,000	[7] 2,550
1952	4,450	59,576	128,724	2,161	59,576	161,000	[7] 2,700
1953	4,350	60,839	136,003	2,235	60,839	173,000	[7] 2,840
1954	4,350	59,610	133,588	2,241	59,610	172,000	[7] 2,890
1955	5,000	66,000	158,000	[7] 2,390	66,000	196,000	[7] 2,970
1956	5,100	68,000	170,000	[7] 2,500	68,000	214,000	[7] 3,150
1957	5,200	74,000	183,000	[7] 2,470	74,000	233,000	[7] 3,150
1949							
January-March	2,639	38,162	23,376	613	38,162	24,254	636
April-June	2,693	38,591	22,571	585	38,864	24,570	632
July-September	2,697	38,333	20,160	526	39,601	24,971	631
October-December	2,692	34,529	15,701	455	39,477	26,194	664
1950							
January-March	2,671	37,393	23,490	628	37,393	24,316	650
April-June	2,766	39,264	24,052	613	39,557	26,210	663
July-September	2,768	40,486	22,382	553	41,923	28,165	672
October-December	2,741	35,609	17,574	494	41,792	31,113	744
1951							
January-March	3,552	43,908	30,336	691	43,908	31,000	[7] 710
April-June	3,658	45,483	30,693	675	45,718	33,000	[7] 720
July-September	3,635	45,693	27,815	609	46,778	33,000	[7] 710
October-December	3,638	41,846	22,702	543	46,107	35,000	[7] 760
1952							
January-March	3,595	45,145	33,159	734	45,145	34,000	[7] 750
April-June	3,690	46,659	32,627	699	46,903	35,000	[7] 750
July-September	3,663	46,772	29,166	624	48,082	36,000	[7] 750
October-December	3,640	42,630	24,067	565	47,697	39,000	[7] 820
1953							
January-March	3,590	46,951	36,382	775	46,951	37,000	[7] 790
April-June	3,662	48,220	35,963	746	48,497	39,000	[7] 800
July-September	3,654	47,637	30,864	648	49,187	39,000	[7] 790
October-December	3,652	41,353	22,824	552	48,046	41,000	[7] 850
1954							
January-March	3,620	45,984	35,813	779	45,984	37,000	[7] 800
April-June	3,726	46,790	35,084	750	47,115	38,000	[7] 810
July-September	3,715	46,250	30,058	650	47,972	38,000	[7] 790
October-December	3,768	40,292	22,598	561	46,984	41,000	[7] 870
1955							
January-March	3,830	46,700	38,053	815	46,700	39,000	[7] 840
April-June	3,951	48,400	38,776	801	48,600	41,000	[7] 840
July-September	3,948	49,300	35,621	723	50,500	43,000	[7] 850
October-December	3,985	44,800	28,054	626	50,000	46,000	[7] 920
1956							
January-March	3,976	48,500	42,606	878	48,500	44,000	[7] 910
April-June	4,060	50,400	42,072	835	50,600	45,000	[7] 890
July-September	4,052	50,500	36,533	[7] 723	52,000	46,000	[7] 880
October-December	4,070	45,400	28,748	[7] 633	51,500	49,000	[7] 950
1957							
January-March	4,030	53,000	47,300	[7] 890	53,000	49,000	[7] 920
April-June	4,160	54,000	46,300	[7] 860	54,500	50,000	[7] 920
July-September	4,150	54,000	39,500	[7] 730	56,000	51,000	[7] 910
October-December	4,150	48,000	29,200	[7] 610	56,000	52,000	[7] 930
1958							
January-March	4,130	52,000	48,000	[7] 920	52,000	49,000	[7] 940

[1] Annual data represent number of different employers filing returns for year; quarterly data, number of returns for quarter. A return may relate to more than 1 establishment if employer operates several separate establishments but reports for concern as a whole.

[2] Excludes joint coverage under the railroad retirement and old-age, survivors, and disability insurance programs.

[3] Represents reported workers with taxable earnings. Annual limit on taxable earnings was $3,000 through 1950; for 1951–54, it was $3,600; beginning 1955 it is $4,200.

[4] Excludes earnings in excess of taxable limit.

[5] Includes workers with earnings in excess of annual taxable limit.

[6] Includes earnings in excess of annual taxable limit.

[7] Rounded to nearest $10.

Table 4.—*Status of the old-age and survivors insurance and disability insurance trust funds, by specified period, 1937–58*

[In thousands]

Period	Receipts		Expenditures		Assets at end of period		
	Net contribution income and transfers [1]	Interest received [2]	Benefit payments	Administrative expenses [3] [4]	Invested in U.S. Government securities [5]	Cash balances	Total assets
	Old-age and survivors insurance trust fund						
Cumulative, January 1937–November 1958 [6]	$58,769,923	$5,096,062	$40,490,356	$1,309,851	$20,997,551	$1,021,703	$22,019,254
Fiscal year:							
1956–57 [6]	6,539,849	560,558	6,514,581	150,057	22,263,318	765,560	23,028,878
1957–58 [6]	7,266,985	557,274	7,874,932	165,604	21,764,189	1,048,411	22,812,600
5 months ended:							
November 1956	2,407,018	48,240	2,434,625	58,644	21,952,837	602,260	22,555,097
November 1957	2,596,305	53,648	3,137,451	69,496	21,621,070	850,814	22,471,884
November 1958	2,885,123	60,433	3,648,031	90,870	20,997,551	1,021,703	22,019,254
1957							
November	626,362	8,629	636,111	13,326	21,621,070	850,814	22,471,884
December	345,063	226,412	637,704	12,798	21,565,885	826,972	22,392,857
1958							
January	267,657	1,437	632,608	15,268	21,249,585	764,490	22,014,075
February	886,581	10,971	654,678	13,756	21,319,282	923,911	22,243,193
March	598,151	15,843	680,659	16,026	21,331,665	828,837	22,160,503
April	747,075	21,362	710,473	18,856	21,362,123	837,487	22,199,610
May	1,128,413	9,695	710,190	13,762	21,733,623	880,143	22,613,766
June [6]	697,739	217,906	711,169	[4] 5,642	21,764,189	1,048,411	22,812,600
July	425,596	1,614	[7] 822,184	19,129	21,474,961	923,535	22,398,497
August	922,527	11,943	707,613	14,396	21,689,015	921,943	22,610,958
September	453,262	15,960	716,471	23,262	21,502,387	838,061	22,340,448
October	408,812	21,384	703,008	17,601	21,148,151	901,884	22,050,035
November	674,926	9,530	698,756	16,482	20,997,551	1,021,703	22,019,254
	Disability insurance trust fund						
Cumulative, January 1957–November 1958 [6]	1,622,746	18,808	282,444	14,715	1,264,062	80,334	1,344,395
Fiscal year:							
1956–57 [6]	337,199	1,363	----------	1,305	325,363	11,895	337,258
1957–58 [6]	926,403	15,843	168,420	12,112	1,054,458	44,515	1,098,973
1957							
November	80,422	238	13,067	248	567,991	47,839	615,830
December	42,822	5,256	14,311	248	611,946	37,403	649,349
1958							
January	36,189	43	15,730	266	649,146	20,440	669,585
February	119,443	298	18,034	266	708,585	62,441	771,026
March	74,963	184	19,193	266	789,388	37,324	826,713
April	83,350	354	20,206	229	858,659	31,323	889,982
May	154,760	632	19,407	229	959,051	66,687	1,025,738
June [6]	93,332	8,456	19,175	[4] 9,378	1,054,458	44,515	1,098,973
July	38,173	46	18,747	69	1,085,186	33,190	1,118,376
August	129,295	410	19,551	69	1,170,578	57,884	1,228,461
September	54,743	188	22,646	69	1,221,478	39,198	1,260,676
October	40,715	403	26,060	545	1,234,262	40,928	1,275,189
November	96,217	554	27,021	545	1,264,062	80,334	1,344,395

[1] For July 1940 to December 1950 equals taxes collected; beginning January 1951, equals amounts appropriated (estimated tax collections with suitable subsequent adjustments) and, from May 1951, deposits by States under voluntary coverage agreements. For 1947–51 includes amounts appropriated to meet costs of benefits payable to certain veterans' survivors. Beginning 1952, includes deductions for refund of estimated amount of employee-tax overpayment.

[2] Includes interest transferred from the railroad retirement account under the financial interchange provision of the Railroad Retirement Act, as amended in 1951 and 1956, and, beginning June 1958, from the disability insurance fund to the old-age and survivors insurance fund (see footnote 4).

[3] Represents net expenditures for administration. Beginning November 1951, adjusted for reimbursements to trust fund of small amounts for sales of services. Beginning October 1953, includes amounts for expenses of plans and construction authorized by P.L. 170, 83d Cong., 1st sess.

[4] Beginning January 1957, subject to subsequent adjustment (with interest) between the two trust funds; the first adjustment, $9 million applicable to fiscal year 1956–57, was transferred from the disability trust fund in June 1958.

[5] Includes accrued interest and repayments on account of accrued interest on bonds at time of purchase.

[6] Revised to correspond with *Final Statement of Receipts and Expenditures of the U.S. Government.*

[7] Includes payment of $124 million to the railroad retirement account under the financial interchange provision of the Railroad Retirement Act, as amended in 1951 and 1956.

Source: *Monthly Statement of Receipts and Expenditures of the U.S. Government* and unpublished Treasury reports.

Table 5.—*Old-age, survivors, and disability insurance: Monthly benefits in current-payment status at the end of the month, by type of benefit and by month, November 1957–November 1958, and monthly benefits awarded, November 1958* [1]

[Amounts in thousands; data corrected to Jan. 7, 1959]

Item	Total			Old-age	Disability [3]	Wife's or husband's			Child's [4]			Widow's or widower's	Mother's	Parent's
	Total	OASI [2]	DI [2]			Total	OASI [2]	DI [2]	Total	OASI [2]	DI [2]			
	Number of beneficiaries													
In current-payment status at end of month:														
1957														
November	11,025,869	10,885,365	140,504	6,148,681	140,504	1,814,496	1,814,496	-------	1,487,746	1,487,746	-------	1,080,559	325,064	28,819
December	11,128,897	10,979,047	149,850	6,197,532	149,850	1,827,048	1,827,048	-------	1,502,077	1,502,077	-------	1,095,137	328,309	28,944
1958														
January	11,204,851	11,045,763	159,088	6,236,325	159,088	1,835,330	1,835,330	-------	1,509,355	1,509,355	-------	1,105,984	329,785	28,984
February	11,322,172	11,153,256	168,916	6,300,598	168,916	1,853,976	1,853,976	-------	1,518,715	1,518,715	-------	1,119,520	331,398	29,049
March	11,460,592	11,282,966	177,626	6,380,180	177,626	1,875,252	1,875,252	-------	1,531,862	1,531,862	-------	1,132,065	334,514	29,093
April	11,628,081	11,440,625	187,456	6,476,915	187,456	1,903,624	1,903,624	-------	1,545,811	1,545,811	-------	1,147,164	337,966	29,145
May	11,758,464	11,563,890	194,574	6,551,778	194,574	1,925,164	1,925,164	-------	1,557,333	1,557,333	-------	1,160,174	340,209	29,232
June	11,905,288	11,704,913	200,375	6,638,500	200,375	1,947,414	1,947,414	-------	1,571,933	1,571,933	-------	1,172,767	344,913	29,386
July	12,011,829	11,807,120	204,709	6,703,193	204,709	1,962,299	1,962,299	-------	1,578,996	1,578,996	-------	1,184,581	348,564	29,487
August	12,132,135	11,908,076	224,059	6,765,324	224,059	1,975,568	1,975,568	-------	1,587,690	1,587,690	-------	1,198,234	351,743	29,517
September	12,228,348	12,002,134	226,214	6,821,294	226,214	1,991,631	1,991,631	-------	1,597,269	1,597,269	-------	1,210,156	352,153	29,631
October	12,327,583	12,083,107	244,476	6,866,663	233,541	2,008,305	2,004,403	3,902	1,614,077	1,607,044	7,033	1,221,450	353,787	29,760
November	12,430,234	12,162,177	268,057	6,920,677	237,719	2,031,091	2,018,860	12,231	1,624,135	1,606,028	18,107	1,232,583	353,964	30,065
Awarded, November 1958	161,906	133,365	28,541	68,253	8,499	33,092	24,255	8,837	31,053	19,848	11,205	14,421	6,166	422
	Monthly amount of benefits													
In current-payment status at end of month:														
1957														
November	$598,719.9	$588,537.4	$10,182.5	$396,494.0	$10,182.5	$62,310.4	$62,310.4	-------	$57,227.5	$57,227.5	-------	$55,117.9	$15,895.0	$1,492.5
December	605,455.1	594,551.6	10,903.6	400,250.4	10,903.6	62,801.6	62,801.6	-------	57,952.1	57,952.1	-------	55,943.7	16,102.5	1,501.3
1958														
January	611,154.7	599,534.1	11,620.6	403,699.2	11,620.6	63,190.5	63,190.5	-------	58,364.6	58,364.6	-------	56,566.9	16,207.4	1,505.5
February	619,802.9	607,406.1	12,396.8	409,357.7	12,396.8	64,014.5	64,014.5	-------	58,857.9	58,857.9	-------	57,345.4	16,319.8	1,510.8
March	629,411.9	616,320.5	13,091.5	415,822.0	13,091.5	64,908.3	64,908.3	-------	59,485.2	59,485.2	-------	58,067.9	16,522.6	1,514.4
April	641,038.3	627,166.5	13,871.8	423,649.3	13,871.8	66,076.3	66,076.3	-------	60,192.7	60,192.7	-------	58,959.0	16,769.7	1,519.5
May	649,699.0	635,257.6	14,441.4	429,409.4	14,441.4	66,920.1	66,920.1	-------	60,751.2	60,751.2	-------	59,716.6	16,934.4	1,526.0
June	659,684.1	644,773.1	14,911.0	436,244.4	14,911.0	67,821.1	67,821.1	-------	61,471.1	61,471.1	-------	60,457.4	17,241.1	1,538.0
July	667,363.5	652,102.1	15,261.5	441,563.1	15,261.5	68,460.4	68,460.4	-------	61,879.5	61,879.5	-------	61,149.5	17,503.9	1,545.7
August	677,727.1	659,425.0	18,302.2	446,748.6	18,302.2	69,053.8	69,053.8	-------	62,392.7	62,392.7	-------	61,955.0	17,725.5	1,549.4
September	684,620.2	666,089.0	18,531.2	451,347.4	18,531.2	69,737.2	69,737.2	-------	63,012.9	63,012.9	-------	62,674.0	17,758.8	1,558.7
October	690,935.7	671,456.3	19,479.4	454,946.3	19,142.6	70,373.3	70,238.2	$135.1	63,731.8	63,530.1	$201.7	63,329.8	17,843.7	1,568.2
November	697,528.6	677,103.7	20,424.9	459,201.1	19,515.7	71,230.1	70,814.8	415.2	64,130.2	63,636.3	494.0	63,976.6	17,886.5	1,588.3
Awarded, November 1958	9,440.8	8,105.7	1,335.1	5,187.3	738.3	1,195.6	894.6	301.1	1,116.7	820.9	295.8	813.2	363.1	26.6

[1] For an explanation of the treatment of dual entitlements, see the *Bulletin* for April 1957, p. 29, table 4, footnote 1.

[2] Benefits under the old-age and survivors insurance (OASI) parts of the old-age, survivors, and disability insurance program are payable from the old-age and survivors insurance trust fund to old-age insurance (retired worker) beneficiaries and their dependents and to survivors of deceased workers. Benefits under the disability insurance (DI) part of the program are payable from the disability insurance trust fund to disability insurance (disabled worker) beneficiaries and their dependents.

[3] Monthly benefits to disabled workers aged 50–64.

[4] Includes benefits payable to disabled persons aged 18 or over—dependent children of disabled, deceased, or retired workers—whose disability began before age 18.

(*Continued from page 22*)

ported by the National Heart Institute."

U. S. Department of Health, Education, and Welfare. Public Health Service. National Institutes of Health. *Research Publications of the National Heart Institute, January 1953–June 1958.* Washington: U. S. Govt. Print. Off., 1958. 110 pp. 40 cents.

Winston, Ellen. "Reducing the Number of Patients in Mental Hospitals by Providing Non-Institutional Care for the Aging." *Mental Hygiene,* New York, Vol. 42, Oct. 1958, pp. 544–549. $1.25.

Describes North Carolina's 10 years of experience in reducing the number of patients in mental hospitals by providing noninstitutional care.

Wittman, Milton. "Education for Community Mental Health Practice: Problems and Prospects." *Social Work,* New York, Vol. 3, Oct. 1958, pp. 64–70. $1.75.

Table 6.—*Employment security: Selected data on nonfarm placements and unemployment insurance claims and benefits, by State, November 1958* [1]

Region and State	Nonfarm placements	Initial claims		Weeks of unemployment covered by continued claims		Compensated unemployment					Average weekly insured unemployment [3]
						All types of unemployment [3]			Total unemployment		
		Total [2]	Women	Total	Women	Weeks compensated	Benefits paid [4]	Average weekly number of beneficiaries	Weeks compensated	Average weekly payment	
Total	[5] 413,464	1,258,275	406,836	7,089,262	2,510,474	5,946,941	$174,470,037	1,486,735	5,467,089	$30.33	[6] 1,781,215
Region I:											
Connecticut	6,382	19,365	7,218	136,454	52,375	127,029	4,381,707	31,757	121,532	35.31	34,541
Maine	1,309	9,151	3,479	51,201	23,855	39,793	835,399	9,948	34,656	21.97	13,443
Massachusetts	11,763	55,358	28,435	243,222	112,338	205,303	5,818,136	51,326	169,378	31.19	64,191
New Hampshire	1,092	4,219	1,693	22,880	11,087	18,903	416,109	4,726	16,563	23.47	5,896
Rhode Island	1,526	9,851	5,224	44,700	22,004	39,640	1,065,657	9,910	34,638	28.84	11,431
Vermont	736	2,018	731	11,363	5,064	10,391	221,577	2,598	8,770	24.09	2,943
Region II:											
New Jersey	8,756	49,654	22,718	314,710	151,089	298,130	9,371,504	74,532	263,805	32.50	85,121
New York	60,077	205,209	89,285	965,239	408,297	851,150	27,818,266	212,788	754,504	34.66	249,973
Puerto Rico	8,158	836	181	8,626	2,854	973	24,147	243	966	24.90	----------
Virgin Islands	227	9	1	46	0	19	406	5	18	21.83	----------
Region III:											
Delaware	531	2,553	581	13,881	4,646	13,380	416,060	3,345	12,583	31.88	3,514
District of Columbia	3,799	3,057	1,061	23,550	9,524	20,754	549,420	5,188	20,278	26.72	5,961
Maryland	4,043	22,887	7,276	129,744	38,616	115,170	3,432,773	28,792	108,119	30.47	30,052
North Carolina	12,454	28,108	13,325	148,374	70,365	113,316	2,283,198	28,329	105,101	20.70	34,410
Pennsylvania	15,211	134,084	41,179	879,560	271,778	771,905	22,039,353	192,976	712,948	29.66	224,134
Virginia	5,206	11,334	3,246	59,350	20,184	46,047	1,091,614	11,512	43,876	24.25	15,042
West Virginia	1,373	12,294	1,431	104,725	15,279	83,388	1,909,160	20,847	78,223	23.46	26,410
Region IV:											
Alabama	6,408	15,341	3,032	112,872	26,673	87,548	1,989,399	21,887	84,238	23.02	28,779
Florida	16,340	17,796	5,302	106,177	42,652	77,577	1,821,903	19,394	72,915	24.00	27,662
Georgia	7,788	15,333	5,515	103,425	46,410	87,553	2,002,667	21,888	81,381	23.55	27,451
Mississippi	6,797	9,246	3,334	42,030	14,728	35,858	600,397	8,964	25,958	21.91	11,415
South Carolina	5,055	7,675	2,504	50,881	23,365	40,209	863,062	10,052	37,193	21.96	13,539
Tennessee	6,446	17,199	5,653	133,124	54,005	111,060	2,363,864	27,765	102,989	21.77	34,569
Region V:											
Kentucky	4,354	12,951	3,751	100,021	30,700	78,055	2,049,437	19,514	71,987	27.19	25,887
Michigan	9,363	65,315	12,060	511,715	101,943	433,797	15,165,461	108,449	420,835	35.48	104,999
Ohio	17,385	56,431	12,185	347,531	95,852	290,083	8,955,769	72,521	274,811	31.69	88,016
Region VI:											
Illinois	14,540	57,228	17,406	373,957	139,346	307,172	8,881,893	76,793	281,190	27.65	93,784
Indiana	5,266	28,249	6,885	154,599	49,048	118,094	3,283,339	29,524	107,854	28.95	33,675
Minnesota	7,263	17,154	3,179	85,112	26,527	74,861	2,103,906	18,715	71,162	28.66	22,265
Wisconsin	8,753	19,713	5,996	119,252	35,908	93,343	3,172,603	23,336	84,945	34.57	30,427
Region VII:											
Iowa	5,758	6,405	1,461	23,713	11,474	17,793	417,125	4,448	16,000	24.52	6,146
Kansas	5,877	6,187	1,345	34,756	12,918	31,656	914,883	7,914	30,221	29.26	8,909
Missouri	5,755	31,912	14,466	130,686	52,465	100,357	2,455,499	25,089	81,806	27.30	33,648
Nebraska	4,718	4,092	975	14,267	7,929	11,438	297,227	2,860	10,685	26.91	3,809
North Dakota	2,587	2,763	223	4,789	1,200	2,465	61,513	616	2,069	26.33	1,868
South Dakota	1,673	1,653	212	3,588	1,235	2,178	51,941	544	1,878	25.16	1,017
Region VIII:											
Arkansas	5,304	10,686	2,693	53,565	16,088	29,304	596,858	7,326	26,694	21.01	14,282
Louisiana	7,242	13,074	1,759	88,590	16,023	73,862	2,227,630	18,466	68,748	30.72	23,654
Oklahoma	9,032	10,123	2,443	59,493	21,983	46,193	1,132,865	11,548	43,192	25.38	15,654
Texas	40,986	34,043	8,315	216,515	64,810	168,896	4,043,492	42,224	160,119	24.37	48,684
Region IX:											
Colorado	6,035	6,456	1,277	26,137	8,170	21,019	651,359	5,255	19,649	31.78	7,039
Montana	2,282	5,991	1,105	21,328	7,828	20,297	544,933	5,074	20,297	26.90	5,997
New Mexico	4,012	3,113	438	13,116	3,108	10,766	269,458	2,692	10,049	25.67	3,558
Utah	2,686	4,543	987	17,094	6,485	13,307	396,569	3,327	12,314	30.59	4,537
Wyoming	1,446	1,856	295	6,186	2,149	4,166	139,455	1,042	3,749	34.16	1,610
Region X:											
Arizona	5,172	5,845	1,279	28,969	10,317	20,153	587,730	5,038	19,184	29.53	7,437
California	30,214	126,047	38,153	625,027	249,874	528,375	17,002,795	132,094	497,829	33.06	164,087
Hawaii	819	2,503	1,161	14,906	8,386	10,031	247,573	2,508	8,501	26.69	(7)
Nevada	1,477	3,882	971	14,834	4,789	12,593	457,892	3,148	11,725	37.21	4,110
Region XI:											
Alaska	492	3,538	385	16,351	2,346	13,203	465,530	3,301	12,659	36.97	(7)
Idaho	3,000	5,828	755	16,380	4,729	11,402	373,171	2,850	10,888	33.07	4,859
Oregon	3,370	23,462	4,638	88,333	29,590	64,698	2,086,006	16,174	60,281	32.88	24,199
Washington	5,093	34,655	7,634	172,318	60,066	142,288	4,120,347	35,572	135,136	29.48	46,588

[1] Includes data for the Federal employees' unemployment compensation program, administered by the States as agents of the Federal Government.
[2] Excludes transitional claims.
[3] Total, part-total, and partial.
[4] Not adjusted for voided benefit checks and transfers under interstate combined-wage plan.
[5] Includes 33 placements made during November in Guam.
[6] Excludes Alaska and Hawaii.
[7] Data not available.

Source: Department of Labor, Bureau of Employment Security, and affiliated State agencies.

Table 7.—*Public assistance in the United States, by month, November 1957–November 1958* [1]

[Except for general assistance, includes vendor payments for medical care and cases receiving only such payments]

Year and month	Total [2]	Old-age assistance	Aid to dependent children: Families	Aid to dependent children: Recipients: Total [3]	Aid to dependent children: Recipients: Children	Aid to the blind	Aid to the permanently and totally disabled	General assistance (cases) [4]	Total	Old-age assistance	Aid to dependent children (recipients)	Aid to the blind	Aid to the permanently and totally disabled	General assistance (cases) [4]
	Number of recipients								Percentage change from previous month					
1957														
November	....	2,491,269	656,937	2,456,377	1,879,614	108,476	288,939	313,000	....	−0.2	+0.9	(5)	+0.5	+5.0
December	....	2,487,117	667,203	2,498,041	1,913,079	108,431	291,182	345,000	....	−.2	+1.7	(6)	+.8	+10.2
1958														
January	....	2,480,763	678,027	2,540,988	1,946,024	108,213	293,457	392,000	....	−.3	+1.7	−0.2	+.8	+13.8
February	....	2,474,483	689,981	2,587,555	1,981,715	107,728	295,696	423,000	....	−.3	+1.8	−.4	+.8	+7.9
March	....	2,470,650	704,498	2,641,820	2,023,535	107,787	299,867	452,000	....	−.2	+2.1	+.1	+1.4	+6.7
April	....	2,465,980	716,296	2,687,845	2,057,926	107,898	304,862	454,000	....	−.2	+1.7	+.1	+1.7	+.5
May	....	2,464,344	725,007	2,720,879	2,082,804	108,144	309,486	430,000	....	−.1	+1.2	+.2	+1.5	−5.1
June	....	2,460,308	728,303	2,732,797	2,091,823	108,332	312,594	418,000	....	−.2	+.4	+.2	+1.0	−2.9
July	....	2,458,816	729,383	2,737,594	2,095,083	108,888	315,977	405,000	....	−.1	+.2	+.5	+1.1	−3.2
August	....	2,456,108	732,084	2,749,691	2,105,803	109,118	318,162	384,000	....	−.1	+.4	+.2	+.7	−5.2
September	....	2,454,335	736,518	2,772,001	2,122,038	109,342	320,526	381,000	....	−.1	+.8	+.2	+.7	−.8
October	....	2,455,558	741,672	2,792,998	2,140,099	109,595	323,095	386,000	....	(5)	+.8	+.2	+.8	+1.3
November	....	2,452,857	746,376	2,811,516	2,155,151	109,790	325,380	392,000	....	−.1	+.7	+.2	+.7	+1.6
	Amount of assistance								Percentage change from previous month					
1957														
November	$264,856,000	$150,609,164	$65,739,219			$7,159,964	$17,296,872	$17,854,000	+0.4	−0.5	+0.9	−0.3	+1.2	+4.0
December	269,683,000	150,948,294	67,209,427			7,194,914	17,513,785	20,593,000	+1.8	+.2	+2.2	+.5	+1.3	+15.3
1958														
January	274,822,000	151,556,872	68,618,269			7,186,896	17,741,403	23,601,000	+1.9	+.4	+2.1	−.1	+1.3	+14.6
February	277,812,000	151,148,944	70,006,308			7,168,489	17,909,801	25,228,000	+1.1	−.3	+2.0	−.3	+.9	+6.9
March	284,037,000	151,452,623	72,016,077			7,189,851	18,198,077	27,579,000	+2.2	+.2	+2.9	+.3	+1.6	+9.3
April	285,219,000	151,005,948	73,455,231			7,190,966	18,476,575	27,728,000	+.4	−.3	+2.0	(5)	+1.5	+.5
May	285,647,000	151,341,092	74,261,886			7,196,910	18,703,578	26,433,000	+.2	+.2	+1.1	+.1	+1.2	−4.7
June	285,039,000	151,039,392	74,577,773			7,228,324	18,976,457	25,737,000	−.2	−.2	+.4	+.4	+1.5	−2.6
July	283,180,000	150,879,302	74,322,328			7,258,645	18,999,364	24,633,000	−.7	−.1	−.3	+.4	+.1	−4.3
August	283,116,000	151,601,826	74,628,815			7,251,302	19,200,760	23,185,000	(6)	+.5	+.4	−.1	+1.1	−5.9
September	285,280,000	151,646,499	76,054,556			7,323,967	19,503,923	23,385,000	+.8	(5)	+1.9	+1.0	+1.6	+.9
October	292,521,000	155,465,937	77,751,387			7,402,654	19,949,669	24,778,000	+2.5	+2.5	+2.2	+1.1	+2.3	+5.9
November	293,564,000	155,070,565	78,676,226			7,444,735	20,045,709	25,091,000	+.4	−.3	+1.2	+.6	+.5	+1.3

[1] For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.
[2] Total exceeds sum of columns because of inclusion of vendor payments for medical care from general assistance funds and from special medical funds; data for such expenditures partly estimated for some States.
[3] Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.
[4] Excludes Idaho; data not available. Percentage change based on data for 52 States.
[5] Increase of less than 0.05 percent.
[6] Decrease of less than 0.05 percent.

PROGRAM OPERATIONS

(Continued from page 2)

The rise during October—the first in a year—was partly attributable to a change in reporting definitions under the 1958 amendments to the Social Security Act.

Total payments for assistance, including vendor payments for medical care, rose $1.0 million or 0.4 percent in November, reflecting both seasonal influences and the continuing impact of the public assistance matching provisions that made additional Federal funds available for the special types of public assistance beginning October 1. Among the programs the greatest change was the increase of $925,000 or 1.2 percent in aid to dependent children. Total payments rose $42,000 or 0.6 percent in aid to the blind and $96,000 or 0.5 percent in aid to the permanently and totally disabled. Payments under old-age assistance declined $395,000 or 0.3 percent—a drop more than accounted for by decreases in Massachusetts, North Dakota, and Wisconsin. The declines in both old-age assistance payments and payments for aid to the permanently and totally disabled in these States resulted from changes in administrative methods of paying for certain types of medical care of recipients. Effective in November, payments were to be made directly to vendors of some types of medical care for which costs had previously been met through money payments to recipients. When payments in these three States are excluded, total old-age assistance payments show an increase of almost $560,000 and total payments for aid to the permanently and totally disabled a rise of about $230,000. The November increase of $313,000 or 1.3 percent in general assistance payments, excluding vendor payments for medical care, was proportionate to the 1.6-percent rise in the number of general assistance cases.

As a result of the changes in caseloads and total payments for the special types of public assistance, the average payment per recipient rose

Table 8.—*Amount of vendor payments for medical care for recipients of public assistance, by program and State, November 1958* [1]

State	Old-age assistance	Aid to dependent children	Aid to the blind	Aid to the permanently and totally disabled	General assistance
Total	$16,916,943	$4,575,411	$519,171	$2,766,718	[2] $7,236,000
Alabama	*1,727*	*846*	*28*	*206*	*9*
Alaska				(3)	[4] 33,855
Arkansas	241,813	21,682	7,302	33,277	
California	1,593,228	897,363	84,492		53,033
Colorado	594,167	41,675	2,642	13,157	94,056
Connecticut	336,512	164,880	5,120	83,187	(5)
Delaware			1,067		
District of Columbia	726	608	21	691	394
Hawaii	[6] 8,500	[7] 32,649	[6] 600	[7] 6,000	
Illinois	1,885,691	433,662	62,786	453,277	[4] 541,126
Indiana	458,445	132,480	16,851	(3)	[4] 292,858
Iowa				(3)	[4] 244,686
Kansas	331,862	74,098	7,906	54,041	44,397
Louisiana	213,120	9,627	3,190	46,514	3,719
Maine	109,341	17,080	4,660	19,272	[4] 61,285
Maryland	30,256	55,935	1,158	23,572	
Massachusetts	1,810,849	158,040	5,046	340,968	149,333
Michigan	437,522	76,403	8,325	23,615	199,754
Minnesota	1,385,828	154,880	51,013	6,986	346,341
Montana	*1,815*	*20*	947	*427*	[4] 189,598
Nebraska	315,788	8,008	29,001	30,867	[4] 21,339
Nevada	15,876		990	(3)	(5)
New Hampshire	80,234	15,411	2,830	10,778	(5)
New Jersey	550,782	36,843	433	114,235	200,169
New Mexico	100,755	164,118	3,544	31,725	15,666
New York	1,813,221	898,775	72,691	808,214	136,238
North Carolina	95,431	45,142	3,144	48,969	[4] 226,685
North Dakota	183,804	25,766	959	30,031	[4] 14,683
Ohio	614,000	*54,859*	21,806	76,446	[4] 1,391,628
Oklahoma	966,652	216,114	19,988	91,335	(5)
Oregon	329,288	27,940	2,351	76,482	52,734
Pennsylvania	250,160	248,702	54,703	92,856	179,669
Rhode Island	79,035	70,095	780	34,986	[4] 64,350
South Carolina					[4] 12,521
South Dakota					[4] 114,549
Tennessee	147,943	39,358	4,889	15,486	
Utah	34,148	29,834	828	7,906	1,455
Virgin Islands	319	131	6	53	151
Virginia	*41,994*		*2,256*	*11,123*	[4] 11,909
Washington	674,907	197,078	7,649	78,732	131,590
West Virginia	63,471	56,595	4,073	21,258	[4] 7,851
Wisconsin	1,085,865	162,749	22,265	76,092	216,399
Wyoming	31,868	6,965	831	3,954	29,467

[1] For the special types of public assistance figures in italics represent payments made without Federal participation. For State programs not shown, no vendor payments were made during the month or such payments were not reported.

[2] Includes an estimated amount for States making vendor payments for medical care from general assistance funds and from special medical funds and reporting these data semiannually but not on a monthly basis.

[3] No program for aid to the permanently and totally disabled.

[4] Includes payments made in behalf of recipients of the special types of public assistance.

[5] Data not available.

[6] Partly estimated.

[7] Represents data for October; data for November not available.

14 cents in aid to dependent children, increased 26 cents in aid to the blind, and declined by a few cents in old-age assistance and aid to the permanently and totally disabled. Except for fluctuations attributable to changes in the volume of vendor payments for medical care or in methods of paying for such care, only a few States reported substantial changes in average payments. They were, in general, States that had not taken action to adjust assistance payments in October. In Georgia the average payment per recipient increased nearly $5.00 in old-age assistance, aid to the blind, and aid to the permanently and totally disabled and $1.79 in aid to dependent children when the State maximums on payments were raised and food allowances were increased. In Iowa a temporary health allowance of $6.00 (pending the initiation of a plan for vendor medical payments) in old-age assistance and aid to the blind was reflected in the November increases in those programs.

Tennessee liberalized its maximums on payments to recipients of the special types of public assistance and increased its allowance for personal incidentals; the changes had the greatest effect on old-age assistance and aid to the blind, for which the averages went up about $4.00. In Louisiana the maximums were raised in aid to dependent children and aid to the permanently and totally disabled, and the food allowance was raised in these programs and in aid to the blind. The average payment per recipient increased $1.38 in aid to dependent children, $3.53 in aid to the permanently and totally disabled, and $2.98 in aid to the blind.

North Carolina removed its maximums on payments in old-age assistance, aid to dependent children, and aid to the permanently and totally disabled, and the State of Washington liberalized its standards of assist-

Table 9.—*Average payments including vendor payments for medical care, average amount of money payments, and average amount of vendor payments for assistance cases, by program and State, November 1958* [1]

State	Old-age assistance			Aid to dependent children (per recipient)			Aid to the blind			Aid to the permanently and totally disabled		
	All assistance [2]	Money payments to recipients [3]	Vendor payments for medical care [2]	All assistance [2]	Money payments to recipients [3]	Vendor payments for medical care [2]	All assistance [2]	Money payments to recipients [3]	Vendor payments for medical care [2]	All assistance [2]	Money payments to recipients [3]	Vendor payments for medical care [2]
Total, 53 States [4]	$63.22	$56.63	$6.90	$27.98	$26.40	$1.63	$67.81	$63.24	$4.73	$61.61	$53.56	$8.50
Alabama	43.73	43.71	*.02*	7.02	7.01	*.01*	34.61	34.59	*.02*	32.45	32.44	*.02*
Arkansas	47.92	43.66	4.29	15.58	14.83	.76	52.70	49.13	3.57	35.32	30.63	4.73
California	84.38	78.47	6.00	45.72	42.11	3.79	104.07	98.24	6.00			
Colorado	96.51	85.13	11.38	32.04	30.48	1.57	76.66	68.32	8.33	60.69	58.27	2.42
Connecticut	112.22	90.22	22.00	48.75	41.45	7.30	100.61	84.61	16.00	126.78	87.78	39.00
Delaware							70.26	66.59	3.91			
District of Columbia	60.63	60.40	.23	33.36	33.32	.04	68.69	68.60	.09	71.37	71.09	.28
Hawaii	[5] 55.25	[5] 49.59	[5] 5.66	[6] 32.50	[6] 29.18	[6] 3.32	[5] 65.40	[5] 58.95	[5] 6.45	[6] 66.84	[6] 61.26	[6] 5.58
Illinois	67.63	46.48	23.41	38.38	35.15	3.23	78.66	60.31	19.47	83.08	59.54	24.82
Indiana	57.02	42.91	14.93	28.09	25.19	3.26	66.71	58.75	8.76	(7)	(7)	(7)
Kansas	77.20	66.91	10.89	35.51	32.20	3.58	84.67	72.68	12.57	79.38	67.69	12.52
Louisiana	66.83	65.12	1.71	22.03	21.93	.10	76.38	75.14	1.24	53.84	50.81	3.03
Maine	58.33	49.34	9.00	26.58	25.73	.86	63.87	53.87	10.00	65.30	53.30	12.00
Maryland	56.15	53.05	3.09	26.91	25.15	1.76	61.40	58.86	2.55	64.01	59.68	4.33
Massachusetts	86.55	65.45	21.49	46.41	43.12	3.39	109.90	107.99	2.42	103.11	70.80	35.35
Michigan	70.34	63.83	6.56	36.31	35.48	.84	74.89	70.32	4.57	85.05	78.87	6.18
Minnesota	84.85	56.30	28.74	43.21	38.24	4.99	101.26	56.33	45.18	61.22	58.11	3.42
Montana	61.83	61.60	*.24*	32.38	32.38	(8)	70.67	68.24	2.43	68.71	68.42	*.29*
Nebraska	65.10	45.93	19.48	27.23	26.50	.75	80.83	51.26	30.05	70.39	50.33	20.50
Nevada	68.81	62.75	6.05				99.04	92.96	6.07	(7)	(7)	(7)
New Hampshire	71.97	56.55	15.47	41.14	37.28	3.88	74.51	63.01	11.50	86.27	56.24	30.19
New Jersey	83.61	59.97	28.46	43.63	42.73	1.14	79.61	79.40	.47	92.24	74.05	20.47
New Mexico	62.75	53.11	9.63	29.86	23.67	6.19	60.26	51.03	9.23	65.24	50.39	14.85
New York	96.25	78.06	20.52	41.42	38.09	3.49	102.87	87.05	17.66	94.48	76.33	20.64
North Carolina	38.98	37.10	1.88	18.66	18.20	.46	48.32	47.72	.63	45.08	42.18	2.90
North Dakota	78.92	56.99	24.24	38.64	35.18	4.07	65.62	57.51	9.22	86.85	60.93	29.04
Ohio	65.80	58.96	6.84	26.90	26.29	*.61*	63.40	57.55	5.85	64.42	56.77	7.65
Oklahoma	73.05	62.62	10.43	29.70	25.97	3.72	89.74	79.13	10.60	81.45	70.96	10.50
Oregon	77.48	60.32	17.99	37.61	36.89	1.37	82.71	75.72	8.02	82.63	69.65	15.79
Pennsylvania	51.53	46.36	5.17	29.97	28.42	1.55	62.78	59.70	3.08	59.38	53.36	6.02
Rhode Island	73.31	62.33	11.00	35.17	30.78	4.39	70.64	64.64	6.00	79.33	65.35	14.00
Tennessee	44.08	41.48	2.60	19.19	18.68	.51	47.68	45.98	1.70	43.75	41.45	2.30
Utah	65.79	61.80	3.99	36.49	33.99	2.50	69.25	65.30	3.94	70.26	66.34	3.92
Virgin Islands	20.29	19.89	.53	9.68	9.55	.17	(9)	(9)	(9)	22.58	22.08	.50
Virginia	38.07	35.40	*2.70*				45.17	43.29	*1.88*	43.54	41.73	*1.89*
Washington	89.35	77.09	12.43	45.21	40.41	4.82	98.96	89.10	10.10	99.93	87.18	13.03
West Virginia	35.68	32.70	2.98	23.46	22.72	.73	41.06	37.31	3.75	38.64	35.83	2.81
Wisconsin	70.59	44.86	28.75	44.64	40.54	5.09	73.66	54.48	21.49	96.76	41.16	59.63
Wyoming	71.48	62.66	8.82	37.58	34.80	2.78	77.85	65.45	12.40	71.05	63.26	7.78

[1] Averages for general assistance not computed because of difference among States in policy or practice regarding use of general assistance funds to pay medical bills for recipients of the special types of public assistance. Figures in italics represent payments made without Federal participation. For State programs not shown, no vendor payments were made during the month or such payments were not reported.

[2] Averages based on cases receiving money payments, vendor payments for medical care, or both.

[3] May also include small amounts for assistance in kind and vendor payments for other than medical care. Averages based on number of cases receiving payments. See tables 10-13 for average payments for State programs under which no vendor payments for medical care were made.

[4] For aid to the permanently and totally disabled represents data for the 48 States with programs in operation.

[5] Partly estimated.

[6] Represents data for October; data for November not available.

[7] No program for aid to the permanently and totally disabled.

[8] Less than 1 cent.

[9] Average payment not computed on base of less than 50 recipients.

ance for each of the special programs. In both States the changes produced increases in average payments that ranged from modest to fairly sizable amounts.

• Insured unemployment under the regular State unemployment insurance programs and the program of unemployment compensation for Federal employees showed a less-than-usual seasonal increase in November. The weekly average of 1.8 million was 3.4 percent greater than that in October and 17.7 percent higher than in November 1957. Initial claims, representing new unemployment, totaled 1.3 million—the same as in October and 6.5 percent less than the number a year earlier. Benefits amounting to $174.5 million were paid under these programs to a weekly average of 1.5 million unemployed workers. The average weekly benefit they received for total unemployment was $30.33, or 12 cents less than in October; in November 1957 the average was $29.44. Though there was a drop for the month of 20.8 percent in the number of workers exhausting their benefit rights, the total of 178,000 was twice that a year earlier.

Under the temporary unemployment compensation programs, insured unemployment dropped 15 percent to a weekly average of 412,000. The number of claimants under these programs has declined continuously since mid-September, partly because of the exhaustion of extended benefit rights. November was the first full month of operation under the new program of unemployment compensation for ex-servicemen, and about 42,000 persons filed initial claims for benefits.

Table 10.—*Old-age assistance: Recipients and payments to recipients, by State, November 1958* [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
				October 1958 in—		November 1957 in—	
		Total amount	Average	Number	Amount	Number	Amount
Total [2]	2,452,857	$155,070,565	$63.22	−0.1	−0.3	−1.5	+3.0
Ala	102,317	4,474,131	43.73	−.1	(3)	−2.4	+11.9
Alaska	1,495	[4] 91,488	61.20	−.1	−.5	−4.2	−7.8
Ariz	14,058	775,946	55.20	(5)	+.2	−.9	−1.4
Ark	56,369	2,700,946	47.92	+.4	+.2	+.2	+5.7
Calif	265,538	22,405,789	84.38	−.2	−.8	(3)	+1.8
Colo.[2]	52,191	5,037,090	96.51	+.1	+.3	−.2	+17.7
Conn	15,296	1,716,587	112.22	−.1	−.1	−.5	+18.9
Del	1,523	74,929	49.20	+.3	+.4	−5.4	−5.5
D. C	3,135	190,074	60.63	+.5	+.8	+1.4	+10.3
Fla	69,852	3,661,308	52.42	(5)	−1.4	+.8	−2.6
Ga	98,451	4,755,524	48.30	(5)	+11.4	−.3	+12.0
Hawaii	1,503	[6] 83,036	55.25	−1.1	−.5	−4.1	+2.7
Idaho	7,881	515,136	65.36	(3)	−.3	−3.7	+3.9
Ill	80,560	5,448,215	67.63	−.4	−.7	−4.4	−5.0
Ind	30,701	1,750,470	57.02	(3)	+1.2	−3.3	−1.6
Iowa	36,594	2,681,588	73.28	−.1	+8.4	−3.8	+4.8
Kans	30,463	2,351,814	77.20	−.2	+1.0	−4.1	+2.6
Ky	57,060	2,508,115	43.96	−.1	−.2	−2.5	+11.0
La	124,434	8,316,028	66.83	(5)	+.2	−.3	+5.6
Maine	12,149	708,636	58.33	+.5	+.5	+.5	+5.1
Md	9,782	549,222	56.15	+.1	+.5	+.3	+9.1
Mass	84,268	7,293,005	86.55	(5)	−10.0	−2.1	−14.4
Mich	66,703	4,692,040	70.34	−.1	+4.0	−2.1	+3.9
Minn	48,217	4,091,032	84.85	−.2	+.4	−2.4	+6.6
Miss	81,500	2,411,745	29.59	(3)	−.2	(3)	+4.0
Mo	121,762	6,882,233	56.52	−.3	−.3	−2.7	+.9
Mont	7,718	477,221	61.83	−.3	−.2	−5.4	−5.5
Nebr	16,208	1,055,126	65.10	−.3	−.2	−3.7	+5.1
Nev	2,623	180,482	68.81	+.3	+.8	+2.5	+4.3
N. H	5,185	373,187	71.97	−.8	+1.5	−5.3	+.1
N. J	19,354	1,618,165	83.61	−.1	−.2	(5)	+4.2
N. Mex	10,460	656,324	62.75	+.1	−3.2	+3.4	+22.3
N. Y	88,344	8,503,495	96.25	−.1	−1.3	−2.6	+3.6
N. C	50,761	1,978,779	38.98	(3)	+2.3	−1.3	+5.7
N. Dak	7,583	598,484	78.92	−.1	−2.1	−1.5	+1.8
Ohio	89,760	5,905,805	65.80	−.1	−4.1	−3.9	−1.9
Okla	92,694	6,770,844	73.05	−.2	−.3	−1.5	−1.1
Oreg	18,308	1,418,474	77.48	−.1	+.3	+1.4	+2.3
Pa	48,414	2,494,828	51.53	−.2	+.3	−2.8	−3.9
P. R	40,652	331,193	8.15	(3)	−.1	−3.7	−3.0
R. I	7,185	526,706	73.31	−.3	+.5	−2.7	+.9
S. C	34,999	1,335,815	38.17	−.4	−.3	−4.2	−2.3
S. Dak	9,602	500,112	52.08	−.1	(5)	−3.8	+1.9
Tenn	56,901	2,508,198	44.08	−.1	+9.8	−1.4	+17.9
Tex	224,590	11,659,876	51.92	(5)	−.2	+.3	+15.3
Utah	8,552	562,675	65.79	−.5	+.2	−3.8	−3.2
Vt	6,010	307,384	51.15	−.3	−.2	−5.5	−4.4
V. I	607	12,313	20.29	+.7	+.3	−5.2	+3.8
Va	15,571	592,789	38.07	(3)	+.5	−2.6	+4.6
Wash	54,308	4,852,358	89.35	−.3	+.6	−2.4	−4.4
W. Va	21,287	759,556	35.68	−.3	−.2	−3.1	+1.9
Wis	37,767	2,666,071	70.59	−.9	−4.6	−2.8	−2.2
Wyo	3,612	258,178	71.48	−.6	−1.0	−3.5	−1.4

[1] For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.
[2] Includes 4,053 recipients aged 60–64 in Colorado and payments of $362,539 to these recipients. Such payments were made without Federal participation.
[3] Decrease of less than 0.05 percent.
[4] In addition, supplemental payments of $13,266 from general assistance funds were made to 45 recipients.
[5] Increase of less than 0.05 percent.
[6] Partly estimated.

Table 11.—*Aid to the blind: Recipients and payments to recipients, by State, November 1958* [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
				October 1958 in—		November 1957 in—	
		Total amount	Average	Number	Amount	Number	Amount
Total [2]	109,790	$7,444,735	$67.81	+0.2	+0.6	+1.2	+4.0
Ala	1,662	57,517	34.61	+.1	−.2	−.4	−2.7
Alaska	92	6,201	67.40	(3)	(3)	(3)	(3)
Ariz	816	53,145	65.13	−.7	(4)	−.1	+1.0
Ark	2,047	107,868	52.70	+.2	−1.7	+.1	+2.9
Calif.[2]	14,082	1,465,449	104.07	+.3	+.4	+3.7	+2.5
Colo	317	24,300	76.66	+.6	+1.4	+.3	+5.7
Conn	320	32,196	100.61	+.3	−1.8	+.6	+12.4
Del	273	19,180	70.26	+1.9	+4.0	+.7	−2.4
D. C	239	16,416	68.69	+2.6	+1.3	−3.2	+4.8
Fla	2,547	146,255	57.42	+.3	−.5	+1.6	−.2
Ga	3,520	187,065	53.14	+.2	+10.4	+2.0	+12.8
Hawaii	93	[5] 6,082	65.40	(3)	(3)	(3)	(3)
Idaho	179	12,420	69.39	+1.7	+1.4	+1.7	+6.0
Ill	3,224	253,613	78.66	−.2	−.9	−2.1	+6.5
Ind	1,924	128,353	66.71	0	−2.5	+5.9	+2.7
Iowa	1,464	129,864	88.70	−.7	+6.8	−.8	+6.6
Kans	629	53,256	84.67	+1.0	+4.4	+.8	+9.6
Ky	3,227	142,122	44.04	−.6	−.5	−1.1	+9.3
La	2,572	196,449	76.38	+1.4	+5.5	+6.8	+11.4
Maine	466	29,765	63.87	+.9	+.6	−2.3	+2.9
Md	455	27,938	61.40	−.4	+1.0	−2.6	+4.6
Mass	2,084	229,022	109.90	+.7	−8.3	+5.8	+5.7
Mich	1,822	136,442	74.89	0	+2.6	+2.8	+2.9
Minn	1,129	114,324	101.26	+.6	+4.8	−2.4	+10.2
Miss	5,747	221,837	38.60	+.7	+.6	+10.6	+10.4
Mo.[2]	5,230	313,800	60.00	+.4	+.4	+1.7	+1.7
Mont	390	27,562	70.67	+1.6	+4.2	−2.5	−2.5
Nebr	965	78,001	80.83	−.6	−1.3	−.6	+7.0
Nev	163	16,143	99.04	+1.9	+.7	+28.3	+28.9
N. H	246	18,330	74.51	−.4	+.7	+.8	+4.3
N. J	926	73,721	79.61	+.7	−.1	+2.4	+5.8
N. Mex	384	23,139	60.26	−.3	−.3	−1.8	+5.7
N. Y	4,115	423,319	102.87	−.3	−.1	−2.9	+3.3
N. C	4,979	240,610	48.32	−.3	+2.6	+1.6	+7.7
N. Dak	104	6,825	65.62	−4.6	−6.0	−5.5	−1.3
Ohio	3,725	236,170	63.40	+.1	−3.4	+.1	−.1
Okla	1,885	169,152	89.74	+.2	+.7	−2.3	+1.0
Oreg	293	24,235	82.71	0	+.4	−2.7	−4.5
Pa.[2]	17,758	1,114,930	62.78	+.2	+.2	+.3	−.3
P. R	1,809	14,555	8.05	+.2	(4)	+1.3	+1.4
R. I	130	9,183	70.64	0	−.8	+5.7	+2.8
S. C	1,777	75,199	42.32	−.2	+.3	+1.2	+2.5
S. Dak	182	9,548	52.46	0	+1.3	−1.1	+5.5
Tenn	2,876	137,120	47.68	−.6	+7.7	−2.7	+12.0
Tex	6,398	358,220	55.99	+.3	+.2	−1.2	+12.6
Utah	210	14,542	69.25	−2.3	−3.8	−3.7	−7.2
Vt	144	7,467	51.85	+.7	+.8	+5.9	+2.2
V. I	22	510	(3)	(3)	(3)	(3)	(3)
Va	1,203	54,339	45.17	+.5	+1.7	−3.8	+5.1
Wash	757	74,916	98.96	+.3	+1.8	−2.3	−2.5
W. Va	1,086	44,593	41.06	+.1	+3.4	−2.1	+8.0
Wis	1,036	76,311	73.66	+.5	−1.7	−.2	−3.0
Wyo	67	5,216	77.85	(3)	(3)	(3)	(3)

[1] For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.
[2] Data include recipients of payments made without Federal participation and payments to these recipients as follows: California, $35,705 to 313 recipients; Missouri, $43,037 to 704 recipients; and Pennsylvania, $652,275 to 10,770 recipients.
[3] Average payment not computed on base of less than 50 recipients; percentage change, on less than 100 recipients.
[4] Increase of less than 0.05 percent.
[5] Partly estimated.

Table 12.—*Aid to dependent children: Recipients and payments to recipients, by State, November 1958* [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from—			
		Total [2]	Children	Total amount	Average per—		October 1958 in—		November 1957 in—	
					Family	Recipient	Number of recipients	Amount	Number of recipients	Amount
Total	746,376	2,811,516	2,155,151	$78,676,226	$105.41	$27.98	+0.7	+1.2	+14.5	+19.7
Alabama	22,793	90,286	70,201	634,012	27.82	7.02	-.4	-.3	+6.7	-9.9
Alaska	1,132	3,941	2,918	113,053	99.87	28.69	-.2	+.1	-5.5	-5.8
Arizona	6,103	23,977	18,410	630,632	103.33	26.30	+1.6	+2.0	+13.6	+15.5
Arkansas	7,494	28,397	22,215	442,387	59.03	15.58	-1.8	-1.7	-2.0	-3.7
California	66,532	237,003	183,941	10,836,356	162.87	45.72	+.6	+.5	+22.2	+28.2
Colorado	6,888	26,608	20,748	852,597	123.78	32.04	+.4	+.6	+10.6	+12.9
Connecticut	6,870	22,584	16,749	1,100,907	160.25	48.75	+1.5	+1.9	+22.9	+37.5
Delaware	1,653	6,146	4,708	142,335	86.11	23.16	+2.2	+2.3	+10.6	+10.3
District of Columbia	3,388	14,964	11,787	499,240	147.36	33.36	+1.1	+1.6	+25.6	+46.6
Florida	26,463	96,621	74,669	1,576,012	59.56	16.31	+1.2	+1.0	+15.4	+15.2
Georgia	15,947	59,596	45,759	1,426,666	89.46	23.94	+1.8	+10.0	+10.0	+18.4
Hawaii [3]	2,555	9,843	7,847	319,896	125.20	32.50				
Idaho	1,915	7,044	5,186	281,689	147.10	39.99	+2.6	+2.1	+10.1	+15.7
Illinois	32,953	134,155	102,879	5,148,864	156.25	38.38	+.8	+1.1	+26.3	+33.7
Indiana	11,255	40,665	30,516	1,142,107	101.48	28.09	+1.4	+2.2	+19.2	+20.8
Iowa	8,320	30,566	22,846	1,066,714	128.21	34.90	+.8	+.4	+14.0	+23.6
Kansas	5,590	20,683	16,129	734,356	131.37	35.51	+1.5	+.5	+11.5	+19.4
Kentucky	20,341	73,869	55,694	1,488,152	73.16	20.15	+.3	+.1	+4.2	+6.9
Louisiana	24,399	99,136	76,744	2,183,471	89.49	22.03	+2.2	+9.0	+9.2	+16.2
Maine	5,360	18,766	13,801	498,844	93.07	26.58	+1.4	+1.5	+13.2	+12.0
Maryland	7,683	31,794	24,907	855,707	111.38	26.91	+1.5	+2.1	+14.3	+26.0
Massachusetts	13,877	46,645	35,067	2,164,870	156.00	46.41	+.5	+.7	+7.0	+8.5
Michigan	25,698	91,362	67,029	3,317,791	129.11	36.31	+1.3	+2.5	+18.7	+15.0
Minnesota	9,077	31,009	23,968	1,339,828	147.61	43.21	+.4	+.4	+9.9	+18.6
Mississippi	17,289	65,831	51,716	696,693	40.30	10.58	+.8	+1.0	+20.1	+68.3
Missouri	24,916	93,518	70,661	2,074,115	83.24	22.18	+.3	+.4	+13.8	+6.8
Montana	2,007	7,290	5,666	236,062	117.62	32.38	-.1	+.3	-3.0	-3.3
Nebraska	2,871	10,689	8,104	291,035	101.37	27.21	-.9	-.8	+2.5	+4.4
Nevada	937	3,104	2,391	84,458	90.14	27.23	+1.2	+.9	+35.4	+37.1
New Hampshire	1,049	3,972	2,993	163,393	155.76	41.14	+1.1	+2.4	+14.6	+24.8
New Jersey	9,682	32,242	24,435	1,406,599	145.28	43.63	+2.1	+2.2	+21.9	+26.8
New Mexico	7,061	26,514	20,210	791,700	112.12	29.86	-.1	+.4	+8.3	+25.6
New York	66,894	257,693	192,942	10,672,381	159.54	41.42	-.7	-2.3	+14.3	+17.1
North Carolina	24,868	98,134	75,600	1,831,636	73.65	18.66	+1.2	+2.1	+15.7	+20.8
North Dakota	1,685	6,331	4,922	244,601	145.16	38.64	-.1	+6.3	+5.8	+11.1
Ohio	23,036	89,785	68,738	[4] 2,415,293	104.85	26.90	+1.3	+4.5	+20.7	+28.8
Oklahoma	16,829	58,056	44,103	1,724,019	102.44	29.70	-.4	-.3	+4.4	+7.4
Oregon	5,659	20,335	15,412	764,814	135.15	37.61	+3.4	+4.7	+30.1	+30.7
Pennsylvania	40,685	160,348	122,130	4,805,701	118.12	29.97	+1.2	+2.9	+28.0	+28.6
Puerto Rico	48,446	180,741	145,502	672,689	13.89	3.72	+.8	+.6	+10.0	+10.3
Rhode Island	4,418	15,967	11,952	561,578	127.11	35.17	+.5	+1.1	+11.3	+14.4
South Carolina	9,591	38,125	29,961	535,175	55.80	14.04	+.7	+.6	+12.3	+12.0
South Dakota	3,129	10,601	8,013	292,146	93.37	27.56	+.3	+.1	+6.4	+13.0
Tennessee	20,715	76,567	57,706	1,469,638	70.95	19.19	+1.0	+3.7	+11.6	+18.5
Texas	25,077	103,656	78,944	1,715,616	68.41	16.55	-.7	-1.0	+6.9	+2.7
Utah	3,358	11,920	8,891	434,950	129.53	36.49	+1.9	+1.2	+19.7	+17.7
Vermont	1,146	4,044	3,043	107,780	94.05	26.65	-.9	-.7	+10.6	+13.4
Virgin Islands	219	793	667	7,673	35.04	9.68	+1.9	+.2	-21.2	-16.4
Virginia	9,204	37,019	29,017	698,481	75.89	18.87	+.4	+.9	+7.6	+11.2
Washington	11,766	40,920	30,523	1,850,075	157.24	45.21	+.6	+3.7	+19.3	+24.7
West Virginia	20,045	77,209	60,071	1,811,144	90.35	23.46	+.5	+.5	+13.0	+16.4
Wisconsin	8,808	31,943	24,210	1,426,010	161.90	44.64	+1.1	+2.0	+17.2	+20.2
Wyoming	700	2,509	1,910	94,285	134.69	37.58	-.4	+2.1	+14.4	+18.2

[1] For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.

[2] Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

[3] Represents data for October; data for November not available.

[4] In addition, supplemental payments were made from general assistance funds to an unknown number of families.

Table 13.—*Aid to the permanently and totally disabled: Recipients and payments to recipients, by State, November 1958* [1]

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients: Total amount	Payments to recipients: Average	Percentage change from— October 1958 in— Number	October 1958 in— Amount	November 1957 in— Number	November 1957 in— Amount
Total	325,380	$20.045,709	$61.61	+0.7	+0.5	+12.6	+15.9
Ala	12,869	417,652	32.45	(2)	+.3	+1.5	+1.4
Ark	7.036	248,540	35.32	+.8	+1.4	+2.4	+1.1
Calif	4,685	358,123	76.44	+4.6	+5.1	(3)	(3)
Colo	5,434	329,792	60.69	−.2	+.2	+3.0	+5.2
Conn	2,133	270,427	126.78	−1.0	−2.2	+1.5	+13.3
Del	313	19,964	63.78	+2.3	+1.3	+3.0	+3.8
D. C	2,455	175,215	71.37	+.5	+.4	−1.2	+6.3
Fla	6,896	390,681	56.65	+1.6	+.3	+14.4	+11.6
Ga	16,676	864,013	51.81	+1.1	+11.8	+18.3	+31.1
Hawaii [4]	1,075	71,850	66.84	------	------	------	------
Idaho	946	66,291	70.08	+.3	−.1	+1.9	+11.5
Ill	18,265	1,517,405	83.08	+.4	+.1	+39.6	+40.8
Kans	4,316	342,611	79.38	0	+.6	+1.8	+5.4
Ky	7.731	340,562	44.05	+1.0	+1.1	+26.2	+46.1
La	15,365	827,245	53.84	+1.3	+8.5	+3.8	+12.5
Maine	1,606	104,869	65.30	+2.8	+3.3	+44.4	+49.8
Md	5,442	348,343	64.01	+.5	+.7	+7.8	+17.4
Mass	9,645	994,537	103.11	+.1	−10.1	+3.0	−12.4
Mich	3,820	324,897	85.05	+1.5	+5.6	+21.4	+25.7
Minn	2,045	125,186	61.22	+.3	(2)	+18.1	+18.8
Miss	6,761	200,217	29.61	+3.7	+3.7	+19.7	+84.2
Mo	15,170	882,943	58.20	+.1	(2)	+2.8	+5.8
Mont	1,498	102,926	68.71	+.4	+.1	+3.3	+4.3
Nebr	1,506	106,008	70.39	+1.3	+5.1	+10.8	+28.1
N. H	357	30,800	86.27	+2.6	+2.1	+6.9	+4.5
N. J	5,581	514.791	92.24	+1.1	+1.2	+16.1	+18.2
N. Mex	2,136	139,352	65.24	+.4	+.5	+12.4	+32.8
N. Y	39,158	3,699.501	94.48	+.2	−1.6	+2.7	+3.5
N. C	16.886	761,300	45.08	+.6	+3.9	+11.2	+20.4
N. Dak	1,034	89,808	86.85	−.9	−2.9	+4.9	+.6
Ohio	9,992	643,685	64.42	+.7	−.1	+10.7	+30.3
Okla	8,701	708.736	81.45	+.8	+.3	+12.3	+15.0
Oreg	4,845	400,351	82.63	+1.9	+.9	+25.2	+21.2
Pa	15,420	915,653	59.38	−.5	−.7	+13.0	+11.6
P. R	21.313	185,745	8.72	+.1	−.2	+2.3	+1.9
R. I	2,499	198,236	79.33	+.9	+1.4	+30.5	+33.0
S. C	7,782	271,680	34.91	+.2	+.2	+1.4	+2.0
S. Dak	1,031	53,852	52.23	+.3	+.2	+9.8	+13.2
Tenn	6,733	294,592	43.75	+2.8	+3.4	+48.5	+61.4
Tex	4,093	212,031	51.80	+4.4	+4.2	(3)	(3)
Utah	2,019	141,847	70.26	+2.1	+1.7	+12.7	+10.9
Vt	748	40,002	53.48	+.1	+.1	+17.6	+16.7
V. I	105	2,371	22.58	+4.0	+5.3	−.9	+11.1
Va	5,872	255,649	43.54	+1.5	+1.5	+9.4	+14.2
Wash	6,041	603,647	99.93	+.2	+2.0	+9.5	+6.1
W. Va	7,562	292,221	38.64	+.3	−.3	−3.0	+4.0
Wis	1,276	123,471	96.76	−1.1	−13.9	+3.1	−9.8
Wyo	508	36,091	71.05	+.2	−2.5	+.2	+1.8

[1] For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.
[2] Decrease of less than 0.05 percent.
[3] Not computed; October 1957 first month of operation.
[4] Represents data for October; data for November not available.

Table 14.—*General assistance: Cases and payments to cases, by State, November 1958* [1]

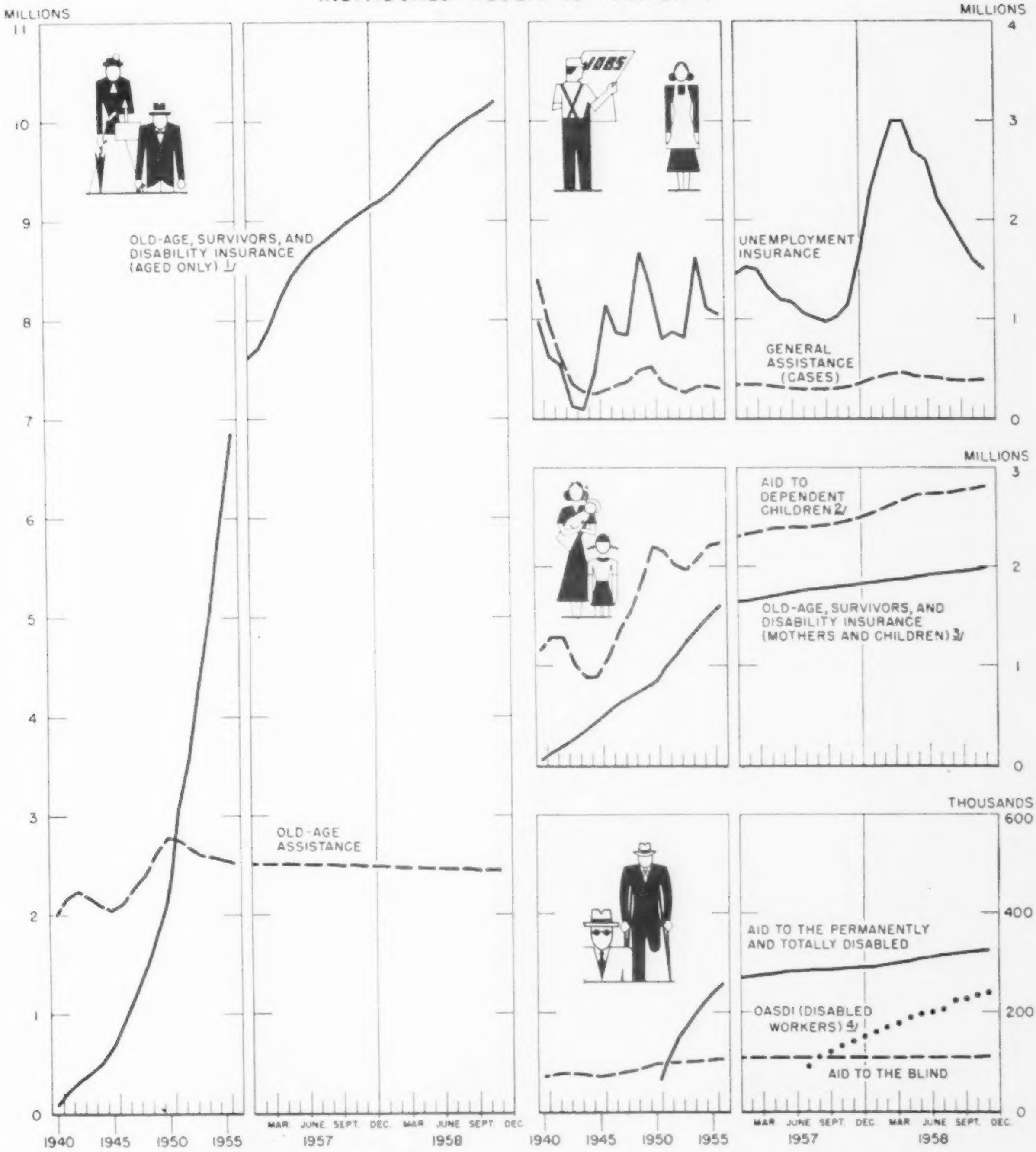
[Excludes vendor payments for medical care and cases receiving only such payments]

State	Number of cases	Payments to cases: Total amount	Payments to cases: Average	Percentage change from— October 1958 in— Number	October 1958 in— Amount	November 1957 in— Number	November 1957 in— Amount
Total [2]	392,000	$25,091,000	$63.94	+1.6	+1.3	+25.5	+40.5
Ala	94	1,266	13.47	−10.5	−6.1	(3)	(3)
Alaska	205	13,172	64.25	+6.2	+2.6	+14.5	+7.1
Ariz	2,696	114,938	42.63	(4)	−.4	+17.6	+15.4
Ark	395	5,119	12.96	−4.8	−4.6	+30.8	+30.4
Calif	33,634	1,858,215	55.25	−2.8	−1.8	+4.9	+10.0
Colo	1,628	65,759	40.39	+14.6	+16.5	+5.5	+3.4
Conn	[5] 5,464	[5] 391,591	71.67	−4.3	−5.0	+41.1	+59.9
Del	1,747	108.072	61.86	+2.2	+4.3	+20.2	+24.2
D. C	1,230	88,995	72.35	+.6	+1.4	+48.6	+60.7
Fla. [6]	9,200	265,000	------	------	------	------	------
Ga	2,126	53,391	25.11	−6.0	−6.3	−6.6	+1.8
Hawaii [7]	1,269	84,202	66.35	------	------	------	------
Ill	37,855	3,002,611	79.32	+3.7	−.5	+27.8	+35.1
Ind. [8]	24,926	869,260	34.87	+1.9	+2.7	+72.5	+74.3
Iowa	3,679	128,671	34.97	+2.3	+30.8	−.2	+2.5
Kans	2,004	120,143	59.95	+5.6	+5.5	+6.4	+18.5
Ky	2,717	101,730	37.44	+1.5	+6.5	−10.1	−4.4
La	10,190	486,761	47.77	+2.7	+10.1	+6.0	+15.3
Maine	2,702	105,326	38.98	+10.2	+9.3	+12.1	+15.2
Md	2,470	146,564	59.34	+5.1	+6.0	+24.3	+27.5
Mass	8,750	602,548	68.86	−.1	−6.5	−1.1	+10.9
Mich	42,578	3,870,553	90.90	+5.4	−4.0	+82.5	+99.6
Minn	7,343	502,680	68.46	+3.7	+.4	+23.2	+36.9
Miss	932	13,623	14.62	−2.9	−1.5	+.8	+3.5
Mo	7,515	479,651	63.83	−.4	−.6	+12.6	+46.5
Mont	1,043	46,376	44.46	+4.7	+.5	+33.0	+59.3
Nebr	1,202	56,249	46.80	+11.6	+6.5	+2.8	+21.1
Nev. [6]	630	14,500	------	------	------	------	------
N. H	1,089	54,414	49.97	+3.8	−3.0	+9.8	+10.7
N. J. [8]	10,529	1,026,685	97.51	+2.3	+7.9	+35.2	+50.6
N. Mex	518	19,747	38.12	+.4	−1.8	+5.7	+15.5
N. Y	[9] 35,263	3,197,289	90.67	+1.8	+4.1	+35.5	+46.2
N. C	2,177	53,819	24.72	−19.9	−23.1	−16.7	−8.5
N. Dak	419	20,922	49.93	+27.7	+11.9	+9.7	+26.4
Ohio [10]	35,233	2,341,588	66.46	−1.3	−.7	+17.5	+38.5
Okla	7,340	98,550	13.43	−1.8	−3.7	+4.3	+4.7
Oreg	4,150	256,987	61.92	−9.8	−11.8	(11)	−11.9
Pa	29,780	2,060,106	69.18	+4.1	+9.1	+36.9	+45.2
P. R	1,694	11,456	6.76	−7.3	−7.5	−10.2	−9.0
R. I	3,451	238,014	68.97	−1.7	−1.4	+3.2	+5.5
S. C	1,289	30.711	23.83	−2.0	−1.4	−12.9	−10.5
S. Dak	880	30,438	34.59	+6.8	+1.3	−10.3	−11.0
Tenn	2,290	39,011	17.04	−2.3	−5.4	−4.6	−10.3
Tex. [12]	9,000	240,000	------	------	------	------	------
Utah	1,930	125,638	65.10	−.9	+.7	+21.7	+25.8
Vt. [12]	1,300	64,000	------	------	------	------	------
V. I	121	2,484	20.53	−9.0	−7.7	−6.9	−.7
Va	1,885	69.310	36.77	−1.4	−1.3	+6.4	+10.8
Wash	14,541	1,015,615	69.84	+12.4	+11.9	+17.5	+23.2
W. Va	2,799	93,428	33.38	+.1	−.2	+27.6	+27.2
Wis	10,005	879,512	87.91	+5.1	+11.3	+35.3	+53.8
Wyo	481	28,446	59.14	+33.2	+30.7	+35.1	+56.7

[1] For definition of terms see the *Bulletin*, October 1957, p. 18. All data subject to revision.
[2] Partly estimated; does not represent sum of State figures because total excludes for Indiana and New Jersey an estimated number of cases receiving medical care, hospitalization, and burial only and payments for these services. Excludes Idaho; data not available. Percentage changes based on data for 52 States.
[3] Percentage change not computed on base of less than 100 cases.
[4] Increase of less than 0.05 percent.
[5] About 10 percent of this total is estimated.
[6] Partly estimated.
[7] Represents data for October; data for November not available.
[8] Includes an unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.
[9] Includes cases receiving medical care only.
[10] Includes an unknown number of cases and payments representing supplementation of other assistance programs.
[11] Not computed; data not comparable.
[12] Estimated on basis of reports from sample of local jurisdictions.

*Social Security Operations**

INDIVIDUALS RECEIVING PAYMENTS



* Old-age, survivors, and disability insurance: beneficiaries receiving monthly benefits (current-payment status); annual data represent average monthly number. Public assistance: monthly number of recipients under all State programs; annual data, average monthly number. Unemployment insurance: average weekly number of beneficiaries for the month under all State laws; annual data, average weekly number for the year.

[1] Receiving old-age, wife's or husband's, widow's or widower's, or parent's benefits. Beginning September 1950, includes a small proportion of younger wife beneficiaries with child beneficiaries in their care.

[2] Children plus 1 adult per family when adults are included in assistance group; before October 1950 partly estimated.

[3] Beginning January 1957, includes some persons receiving "childhood disability" benefits and, beginning October 1958, eligible dependents of disabled-worker beneficiaries.

[4] Disabled workers aged 50-64.

NOTE: Data for payments and data for individuals receiving payments appear in alternate months.

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON 25, D. C.
OFFICIAL BUSINESS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, $300
(GPO)